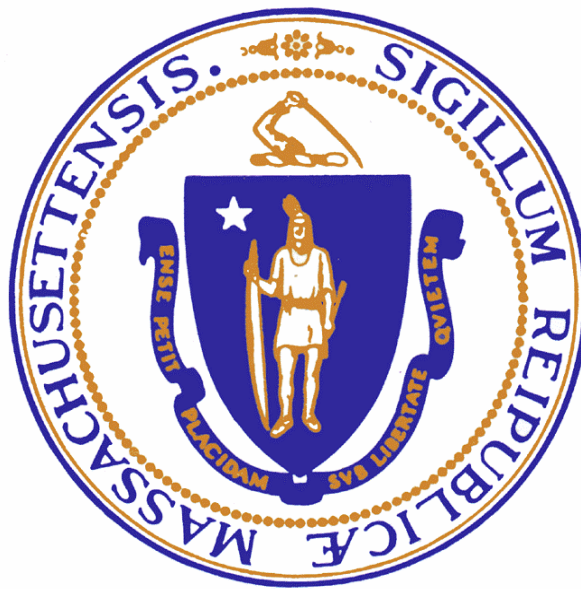


Commonwealth of Massachusetts
Executive Office of Public Safety

Edward Byrne Memorial State and Local Law
Enforcement Assistance Program

Federal Fiscal Year 2004 Program Strategy



Mitt Romney
Governor

Kerry Healey
Lieutenant Governor

Edward Flynn
Secretary of Public Safety

Jane Wiseman
Assistant Secretary

Submitted to:
U.S. Department of Justice
Bureau of Justice Assistance
Office of Justice Programs

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**Executive Office of Public Safety
Edward Byrne Memorial State and Local Law Enforcement
Assistance Federal Fiscal Year Program Strategy**

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Executive Summary

This document serves as the first year of a four-year strategy for the Commonwealth of Massachusetts under the FY2004 Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program (Byrne Program). The Executive Office of Public Safety (EOPS), serving as the State Administering Agency, has dedicated the last several months to improving its grant making policies and procedures; enhancing communications, providing personalized technical assistance and increasing response time to grantees; and standardizing the reimbursement documentation of our grantees. As a result, the Byrne Program in Massachusetts will effectively continue to support innovative public safety to protect its citizens and improve the quality of life.

In addition to the Byrne Program, EOPS administers several other State and Federal criminal justice grant programs whose purpose complements the Byrne initiatives, including state-funded programs of community policing, bullet proof vest reimbursement, and sexual assault evidence collection kits; and the federal grant initiatives managed by the Bureau of Justice Assistance (BJA), the Office of Domestic Preparedness, the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Statistics, the Office for Victims of Crime, and the National Highway Safety Traffic Administration. These grant programs are centralized under EOPS in order to provide a more unified and coordinated approach to the criminal justice needs of the Commonwealth.

Data and Analysis

The EOPS Statistical Analysis Center's (SAC) criminal justice research is an integral part of the agency's ability to identify statewide public safety priorities and measure progress for each grant program. The FY04 Byrne Strategy development is based on the SAC's compilation and comprehensive analysis of statewide crime data and identification of crime trends. The data, included herein, enables EOPS to determine its priority criminal justice funding areas and reinforces the Strategy.

The analysis includes a detailed overview of the number of overall crimes in Massachusetts that are reported to the police in comparison to national crime data. A section on juvenile crime examines the violent and property crime rates of juveniles in Massachusetts over the past ten years. Given the strong correlation between illegal drug use and crime, the next section identifies the most serious illegal drugs in the country. Adult and juvenile drug arrests in Massachusetts are also discussed. The sentencing and incarceration practices in Massachusetts are highlighted with a detailed look at the race and gender of the state's inmate population. A key section of the analysis that supports the Commonwealth's priority to improve reentry services is the assessment of recidivism rates among both male and female inmates. As program planning continues, it is important to be aware of the key risk factors faced by probationers as noted in the "Adult Probation" section of this document. In order to improve the quality of life for Massachusetts citizens, EOPS also focused on the health and well-being of adults and youth by scrutinizing the state's domestic violence data, sexual assault and sexual abuse trends, and the health impact of illegal drug use.

Resource Needs

The overall crime rate in Massachusetts continues to decrease as prevention, widespread intervention, and demand reduction efforts increase. Better trained and equipped law enforcement officials, improvements in the state's criminal records systems, mechanisms to protect and ensure a safe and productive quality of life for the citizens of Massachusetts by providing additional community-based services, all contribute to the reduction in crime. However, gaps exist throughout the system, particularly in the area of reentry services for juveniles and adults. Inadequate housing, poor job skills, substance abuse problems and mental health issues are prevalent among reintegrating offenders; therefore, a sound continuum of services must be created for those leaving returning to communities.

Over the past several years, Massachusetts has realized many key accomplishments with its efforts to improve the criminal justice system through the use of technology. Key stakeholders involved in information sharing and data collection have demonstrated strong commitment and cooperation to advance criminal justice systems statewide. As technology changes and improves, coordination of federal, state and local criminal justice information systems must be guaranteed.

A major resource in Massachusetts is the state-funded Community Policing Program, an initiative that encourages the implementation and institutionalization of the community policing philosophy in communities throughout the Commonwealth. Police departments are encouraged to view this grant program as part of a larger, comprehensive plan which may incorporate all other state and federal grant funding opportunities intended to enable them to address problems challenging communities, such as violence, drugs, gangs and domestic violence. A direct benefit of this integration is that police departments may utilize state community policing grant funds to meet match requirements on any federal grant opportunities, thereby facilitating a police department's access to these funds and enhancing the impact and legacy of the initiatives that result. In the past, EOPS has received permission from BJA to utilize state Community Policing grant funds to meet the Commonwealth's Byrne match funds requirement on a statewide basis. In FFY04, EOPS is once again requesting permission to meet match in the same fashion, if necessary.

Priorities and the National Drug Control Strategy

In addition to an improved approach to prisoner reentry, the effects of which touch offenders, their families, and the public, EOPS has defined three priority funding areas for the period covered in the four-year Byrne Strategy. These priorities directly or indirectly relate to those identified in the National Drug Control Strategy (NDCS). Supporting substance abuse prevention, treatment, and enforcement; crime and violence prevention, including youth and domestic violence programs; and technology to enhance criminal justice agencies' effectiveness, productivity, and officer safety are all key to enhancing the safety of the people of Massachusetts. In accordance with NDCS goals, by addressing these identified priorities, Massachusetts will also reduce drug use among youth and adults.

Selected Programs

All Byrne-funded programs will enforce the overall goal to improve public safety and the quality of life for Massachusetts residents. Byrne funding currently supports several programs that focus

on reentry, substance abuse, victims' services, youth, law enforcement, and technology. Funding under each of these and other categories will continue once a new, competitive funding process begins in October 2004. Innovative and promising programs focusing on reentry, violent crime, female offenders, youth violence, and systems improvement will be implemented statewide.

Coordination Efforts

EOPS continues to engage in numerous activities designed to promote multi-agency collaboration and program coordination to fulfill the Byrne Strategy designs. By fostering collaboration and program coordination, EOPS provides a comprehensive portfolio of grant programs for which public and private agencies and municipalities may apply. Over \$100 million in federal and state funds are disbursed statewide, emphasizing the safety and protection of all individuals. In the best interest of the public, EOPS works in partnership with numerous state and local agencies to address the public safety concerns of violent crime, heroin use/abuse, sexual and domestic violence, criminal justice records improvement, juvenile justice, safe and drug-free schools, and racial profiling.

Over the next four years, EOPS will continue to execute a comprehensive approach to addressing the multi-faceted and complex problems related to all areas of criminal justice.

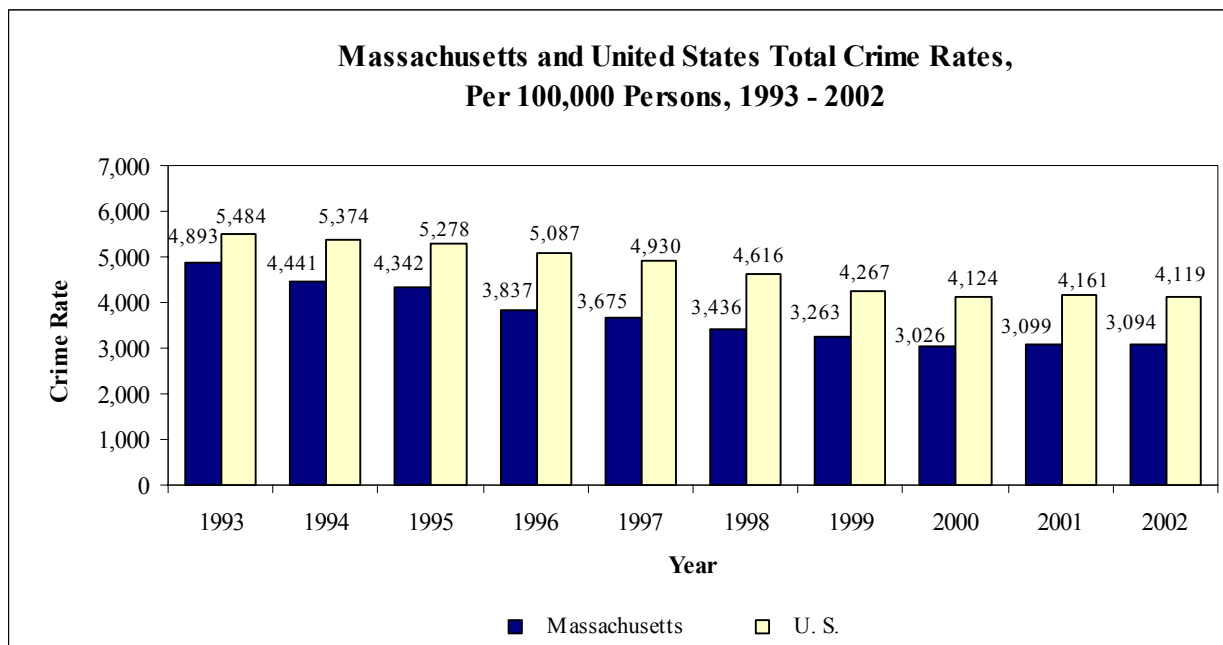
Data and Analysis

Crimes Reported to Police

In Massachusetts, police departments voluntarily submit data for both Part I and Part II crimes to the Massachusetts State Police Crime Reporting Unit. Part I crimes include the violent crimes of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault, and the property crimes of burglary, larceny-theft, motor vehicle theft, and arson. Part II crimes are the remaining 21 less violent offenses,¹ which exclude traffic offenses. In 2003, 270 police agencies in Massachusetts submitted year 2002 crime data to the Massachusetts State Police. Of these departments, 238 submitted National Incident-Based Reporting System (NIBRS) data.

Since 2001 Massachusetts' crime rate has declined slightly. This is consistent with the national crime rate. Despite this slight decline, Massachusetts' crime rate has shown significant improvement over the years. From 2001 to 2002, Massachusetts' total crime rate declined by 0.2%, while the United States' total crime rate decreased by 1%. Since 1993, the total crime rate for Massachusetts has dropped 37%, while the U.S. total crime rate declined by 25% during the same period (fig. 1).

Figure 1.



Source: FBI Uniform Crime Reports.

¹ The 21 offenses that comprise Part II crimes include: forgery & counterfeiting, fraud, embezzlement, buying/possessing stolen property, vandalism, weapons carrying/possessing, prostitution, driving under the influence, gambling, drunkenness, disorderly conduct, vagrancy, suspicion, curfew & loitering law violations, runaways, other assaults, sex offenses, drug abuse violations, offenses against family and children, liquor laws, and all other offenses.

Reported Violent Crime

In 2002, 198,890 Part I crimes were reported in Massachusetts. Of those, 31,137 (16%) were violent crimes, representing a 1.8% increase from the previous year. During the 1990's, the Massachusetts violent crime rate has, on average, been slightly higher than the national rate. However, this trend changed from 2000 to 2002 when the Massachusetts violent crime rate was lower than the national rate. Though homicide, rape, and robbery rates have continued to be lower than the national rates, the aggravated assault rate has consistently surpassed the national rate, negatively impacting the overall Massachusetts violent crime rate (table 1).

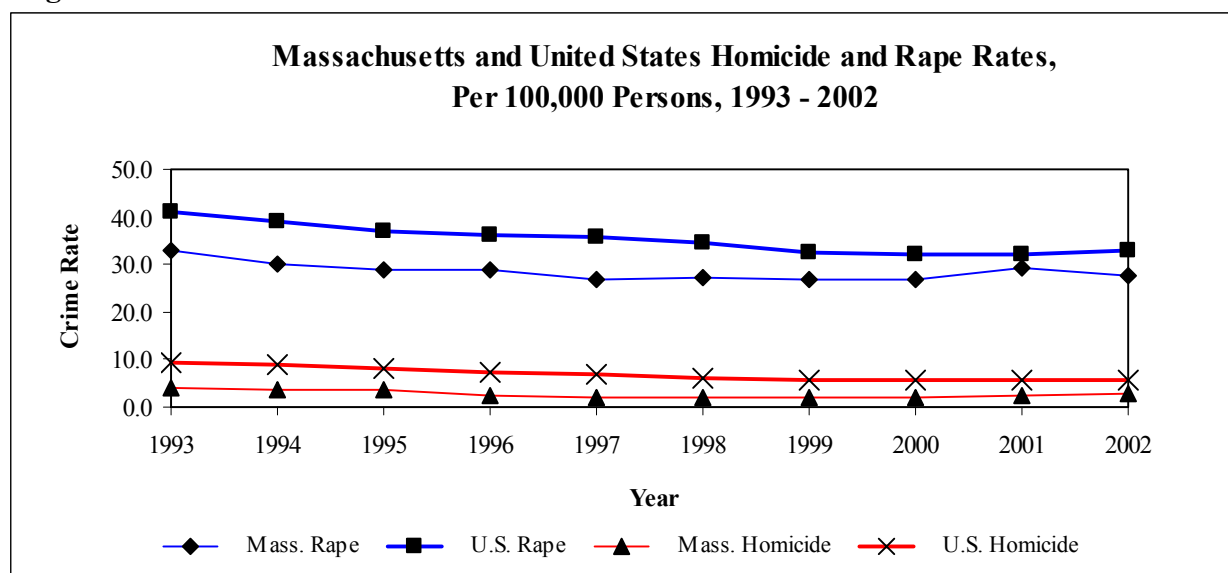
Table 1. Massachusetts and U.S. Violent Crime Rates, 1993 – 2002, Per 100,000 Persons

Violent Crime	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
Total Violent Crime											
Massachusetts	804	708	687	642	644	621	551	476	480	484	0.8%
U. S.	747	716	685	634	611	566	525	506	504	495	-1.8%
Homicide											
Massachusetts	3.9	3.5	3.6	2.6	1.9	2.02	1.98	1.97	2.3	2.7	17.4%
U.S.	9.5	9.0	8.2	7.4	6.8	6.3	5.7	5.5	5.6	5.6	0%
Rape											
Massachusetts	33	30.2	29	29	26.9	27.4	26.9	26.7	29.1	27.6	-5.2%
U.S.	41	39.2	37.1	36.1	35.9	34.4	32.7	32	32	33	3.1%
Robbery											
Massachusetts	176	168	150	128	109	96.6	96	91.6	102	112	9.8%
U.S.	256	238	221	202	186	165	150	145	149	146	-2.0%
Aggravated Assault											
Massachusetts	592	506	504	483	506	495	426	356	347	343	-1.2%
U.S.	440	430	418	388	382	361	336	324	319	310	-2.8

Source: FBI Uniform Crime Reports.

Figure 2 presents the trends in the homicide and rape rates over the past decade for Massachusetts and the United States.

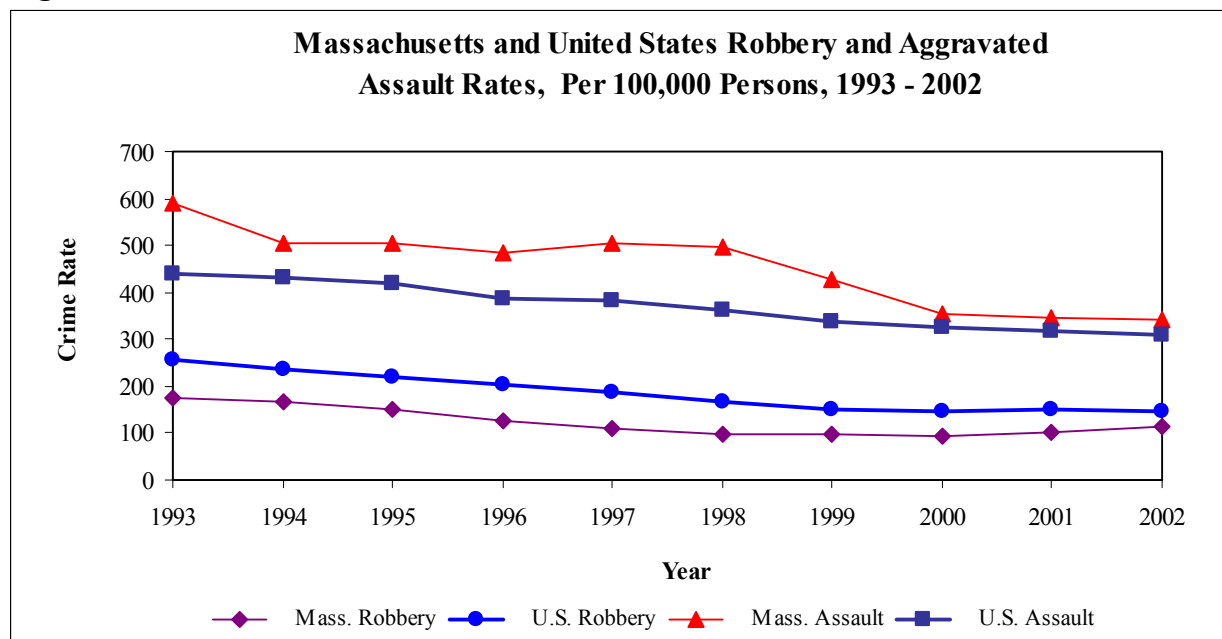
Figure 2.



Source: FBI Uniform Crime Reports.

Figure 3 presents the trends in the robbery and aggravated assault rates over the past decade for Massachusetts and the United States.

Figure 3.



Source: FBI Uniform Crime Reports.

Homicide and Rape. From 2001 to 2002, the Massachusetts homicide rate increased 17% and the statewide homicides increased from 145 to 173. Although the homicide rate rose in 2002, Massachusetts has seen a 31% reduction in the rate between 1993 and 2002. Overall, homicide constitutes one half of one percent (0.5%) of violent crimes and a mere .08% of all Part I crimes. The rate of reported rapes in Massachusetts declined 5.2% from 2001 to 2002, and has declined 16% since 1993. The number of rapes reported in 2002 represented 5.7% of violent crimes and 0.9% of total Part I crimes reported in the state (table 2).

Robbery and Aggravated Assault. Between 2001 and 2002, the number of reported robberies in Massachusetts increased 10.7%. Part of this increase may be attributed to the number of bank robberies in Massachusetts in 2002 which totaled 225. Although this was a 15% decrease from 2001 when 265 bank robberies occurred in Massachusetts, it still represents a 44% increase from the year 2000 (Massachusetts Bankers Association, 2003). The crime of robbery represented 23% of reported violent crimes and 3.6% of all Part I crimes in 2002.

In 2002, the rate of aggravated assault continued to decline, down 1% from 2001 and 42% since its peak in 1993. Although aggravated assault constitutes the largest percent of reported violent crime (71%), when both violent and property crimes are combined, aggravated assault represents only 11% of the total reported Part I crime in Massachusetts during 2002 (table 2).

Table 2. Reported Violent Crimes in Massachusetts, 1993 – 2002

Offense	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
Homicide	233	214	217	157	119	124	122	125	145	173	19.3%
Rape	2,006	1,825	1,759	1,767	1,647	1,687	1,663	1,696	1,856	1,777	-4.3%
Robbery	10,563	10,160	9,137	7,778	6,676	5,938	5,931	5,815	6,476	7,169	10.7%
Aggravated Assault	35,591	30,550	30,626	29,420	30,969	30,443	26,307	22,594	22,110	22,018	-0.4%
<i>Total Violent Crimes</i>	<i>48,393</i>	<i>42,749</i>	<i>41,739</i>	<i>39,122</i>	<i>39,411</i>	<i>38,192</i>	<i>34,023</i>	<i>30,230</i>	<i>30,587</i>	<i>31,137</i>	<i>1.8%</i>
Total Part I Crimes	294,224	268,281	263,710	233,758	224,848	211,203	201,460	192,131	197,666	198,890	0.6%

Source: FBI Uniform Crime Reports.

Violent Crime Arrests

Violent offenses represented 42% of *all* arrests made during 2002 in Massachusetts, a 5% decline from the prior year (table 3). Between 2001 and 2002, arrest rates for violent crimes and aggravated assaults declined by 3% and 5%, respectively. Arrest rates for rape showed the most significant decline at 13%. However, arrest rates for robbery and homicides increased significantly by 11.7% and 21.4%, respectively. While there was an increase in the homicide arrest rates for 2002, it has declined 54% from a peak in 1991 (3.7 per 100,000 persons).

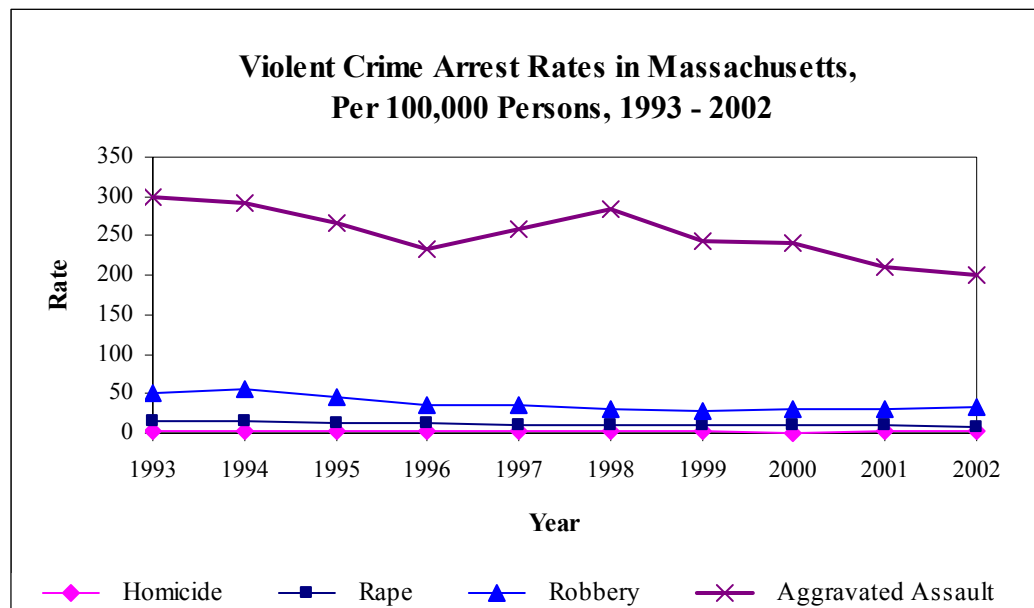
Table 3. Violent Crime Arrests and Arrest Rates in Massachusetts, 1993 – 2002, Per 100,000 Persons

Violent Crime Arrests	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
<i>Total Violent Crimes</i>											
Arrests	16,450	14,975	15,872	14,224	15,468	15,943	13,659	13,559	12,891	11,348	-12.0%
Arrest Rate	370	366	327	283	304	327	284	281	251	244	-2.9%
<i>Homicide</i>											
Arrests	146	123	128	93	78	84	63	60	73	79	8.2%
Arrest Rate	3.3	3.0	2.6	2.8	1.5	1.7	1.4	1.2	1.4	1.7	21.4%
<i>Rape</i>											
Arrests	730	618	598	584	502	526	463	490	487	384	-21.1%
Arrest Rate	16.4	15.1	12.3	11.6	9.9	10.8	9.6	10.1	9.5	8.2	-13.0
<i>Robbery</i>											
Arrests	2,237	2,298	2,185	1,747	1,777	1,529	1,393	1,412	1,526	1,545	1.2%
Arrest Rate	50.3	56.2	45.0	34.7	34.9	31.4	29.0	29.2	29.7	33.2	11.7%
<i>Aggravated Assault</i>											
Arrests	13,337	11,936	12,961	11,800	13,111	13,804	11,734	11,597	10,805	9,340	-13.6%
Arrest Rate	300	292	267	234	258	283	244	240	210	200	-4.7%
<i>Total Part I Crimes</i>											
Arrests	38,596	34,363	36,617	33,587	34,736	33,197	29,236	28,292	29,252	26,930	-7.9%
Arrest Rate	867	840	754	667	683	681	608	586	569	578	1.5%

Source: FBI Uniform Crime Reports.

Figure 4 presents the violent crime arrest rates in Massachusetts over the past ten years.

Figure 4.



Source: FBI Uniform Crime Reports.

Reported Property Crime

During 2002, property crimes represented four out of every five Part I crimes (84%). The reported property crime rate remained stable from 2001 to 2002. Despite this, the reported property crime rate has declined 36% from a high in 1993. Over the past decade, the total Massachusetts property crime rate has been, on average, significantly lower than the national property crime rate (table 4).

Table 4. Massachusetts and U.S. Property Crime Rates, 1993 - 2002, Per 100,000 Persons

Property Crime	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 01 vs. 02
<i>Total Property Crimes</i>											
Massachusetts	4,089	3,733	3,654	3,195	3,031	2,815	2,712	2,550	2,619	2,610	-0.3%
U. S.	4,738	4,658	4,593	4,450	4,319	4,049	3,742	3,618	3,656	3,624	-0.9%
<i>Burglary</i>											
Massachusetts	1,002	881	818	704	662	607	534	482	508	517	1.8%
U.S.	1,099	1,042	988	945	919	862	770	728	741	746	0.7%
<i>Larceny</i>											
Massachusetts	2,271	2,151	2,232	1,963	1,888	1,778	1,763	1,661	1,675	1,679	0.2%
U.S.	3,032	3,025	3,045	2,798	2,893	2,728	2,551	2,475	2,485	2,446	-1.6%
<i>Motor Vehicle Theft</i>											
Massachusetts	816	701	605	528	481	430	415	408	436	414	-5.0%
U.S.	606	591	561	526	506	459	421	414	431	432	0.2%

Source: FBI Uniform Crime Reports.

Burglary. Burglary represented one out of every five property crimes (20%), and 17% of all Part I crimes *reported* in Massachusetts during 2002. Upon analyzing the rate of burglary offenses

per 100,000 persons, there was a 1.8% increase in 2002 from the previous year. Over the past decade, the burglary rate has consistently fallen below the national rate.

Larceny-Theft. Larceny represented 64% of *reported* property crimes and 54% of the total number of Part I crimes committed in Massachusetts during 2002. There was a minimal increase (1%) in larceny rates from 2001; however, this represented a 26% reduction since 1993. Like burglary, larceny rates have been below the national average during the past decade.

Motor Vehicle Theft. Reported motor vehicle thefts represented 13% of *reported* Part I crimes in 2000, and 16% of all property crimes. For the four consecutive years from 1997 through 2000, the Massachusetts motor vehicle theft rate was below the national average. However, in 2001, the motor vehicle theft rate increased 7% from the previous year. In 2002, the motor vehicle theft rate once again fell below the national average and, represented the only decline among property offenses (5%).

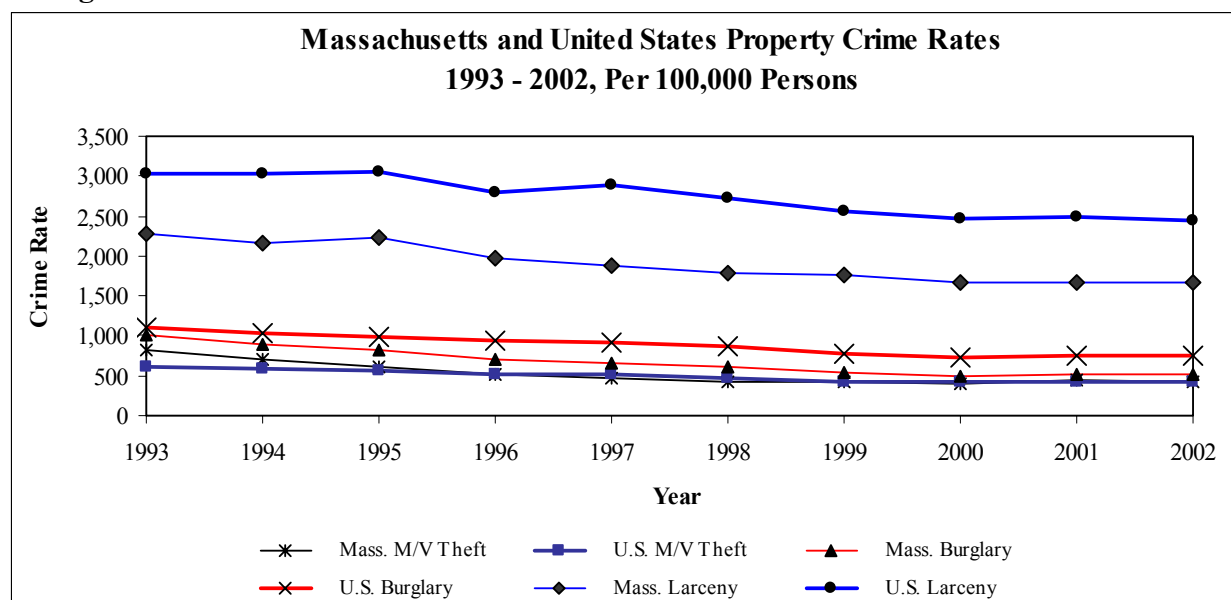
Table 5 provides the number of reported property crimes in Massachusetts over the past decade, and figure 5 presents 10-year property crime rate trends for Massachusetts and the United States.

Table 5. Reported Property Crimes in Massachusetts, 1993 – 2002

Offense	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 01 vs. 02
Burglary	60,220	53,222	49,669	42,896	40,491	37,333	32,964	30,600	32,430	33,243	2.5%
Larceny	136,548	129,962	135,586	119,562	115,494	109,275	108,845	105,425	106,821	107,922	1.0%
Motor Vehicle Theft	49,063	42,348	36,716	32,178	29,452	26,403	25,628	25,876	27,828	26,588	-4.5%
<i>Total Property Crimes</i>	<i>245,831</i>	<i>225,532</i>	<i>221,971</i>	<i>194,636</i>	<i>185,437</i>	<i>173,011</i>	<i>167,437</i>	<i>161,901</i>	<i>167,079</i>	<i>167,753</i>	<i>0.4%</i>
<i>Total Part I Crimes</i>	<i>294,224</i>	<i>268,281</i>	<i>263,710</i>	<i>233,758</i>	<i>224,848</i>	<i>211,203</i>	<i>201,460</i>	<i>192,131</i>	<i>197,666</i>	<i>198,890</i>	<i>0.6%</i>

Source: FBI Uniform Crime Reports.

Figure 5.



Source: FBI Uniform Crime Reports.

Property Crime Arrests

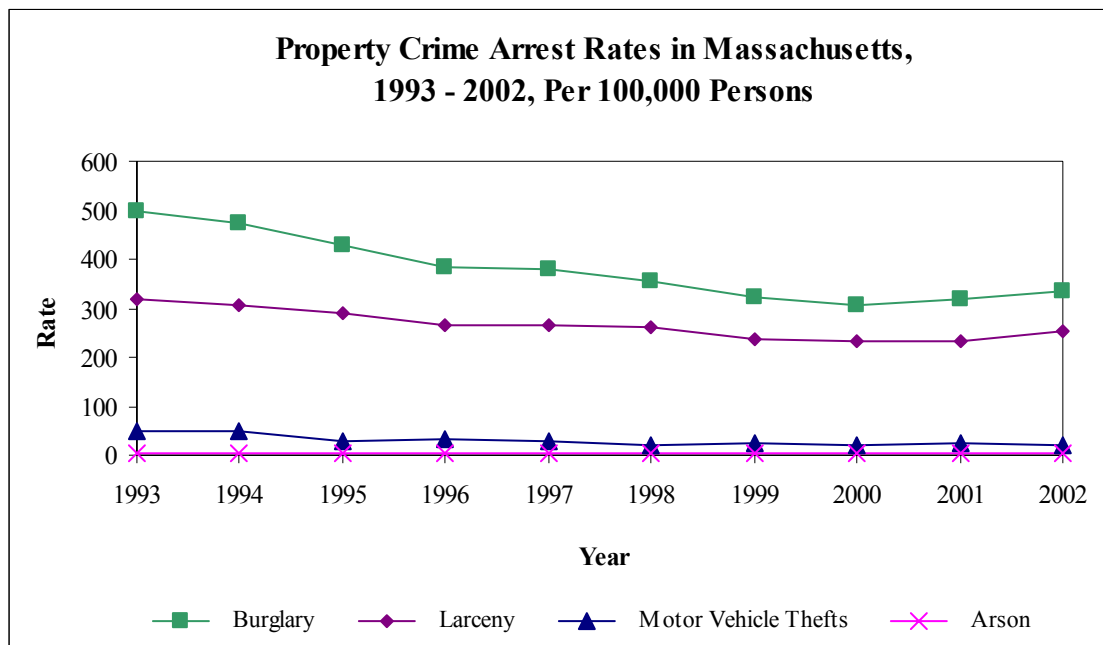
During 2002, the arrest rate for property offenses increased 5% from the year 2001. The most significant arrest rate increase was larceny followed by burglary, 8% and 2% respectively. Larceny represented the largest number of all Part I crime arrests (44%) followed by aggravated assault (35%). Table 6 and figure 6 portray property crime arrests and arrests rates over the past 10 years.

Table 6. Property Crime Arrests and Arrest Rates in Massachusetts, 1993 – 2002, Per 100,000 Persons

Property Crime Arrests	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
Total Property Crime											
Arrests	22,146	19,388	20,745	19,363	19,268	17,254	15,577	14,733	16,361	15,582	-4.8%
Arrest Rate	498	474	427	385	379	354	324	305	318	334	5.1%
Burglary											
Arrests	5,714	4,660	5,133	4,362	4,044	3,443	2,943	2,517	3,012	2,791	-7.3%
Arrest Rate	128	114	106	86.7	79.5	70.6	61.2	52.1	58.6	59.9	2.2%
Larceny											
Arrests	14,094	12,594	13,988	13,321	13,565	12,718	11,313	11,171	12,040	11,760	-2.3%
Arrest Rate	317	308	288	265	267	261	235	231	234	252	7.7%
Motor Vehicle Theft											
Arrests	2,169	1,950	1,458	1,554	1,495	979	1,188	927	1,187	923	-22.2%
Arrest Rate	48.7	47.7	30.0	30.9	29.4	20.1	24.7	19.2	23.1	19.8	-14.2%
Arson											
Arrests	169	184	166	126	164	114	133	118	122	108	-11.5%
Arrest Rate	2.8	4.5	3.4	2.5	3.2	2.3	2.8	2.4	2.4	2.3	-2.4%
Total Part I Arrests											
Arrests	38,596	34,363	36,617	33,587	34,736	33,197	29,236	28,292	29,252	26,930	3.4%
Arrest Rate	867	840	754	667	683	681	608	586	569	578	1.5%

Source: FBI Uniform Crime Reports.

Figure 6.

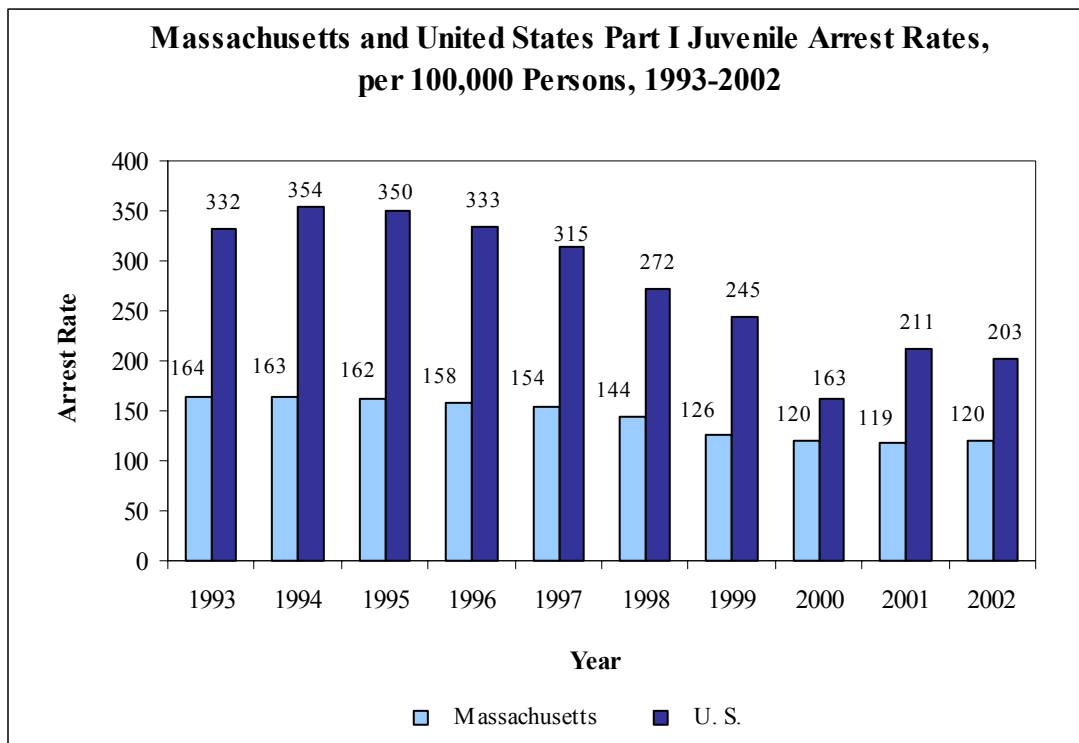


Source: FBI Uniform Crime Reports.

Juveniles Arrested

The Massachusetts juvenile arrest rate has consistently remained considerably below the nationwide rate, and has declined 27% from a decade ago (figure 7).

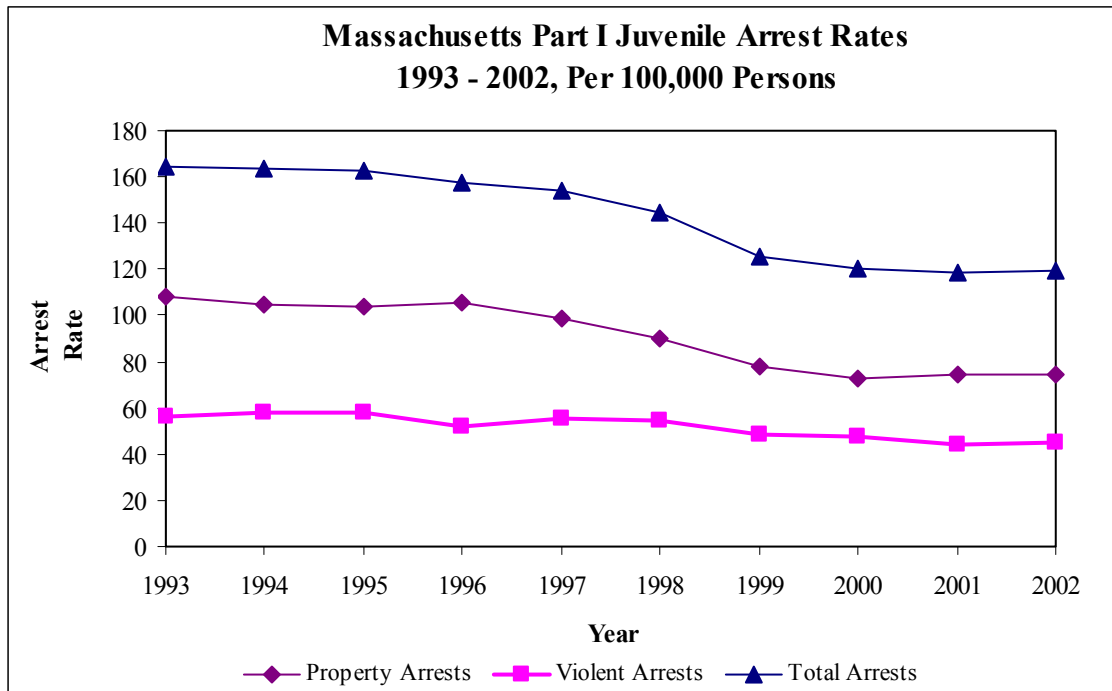
Figure 7.



Source: FBI Uniform Crime Reports.

One of every five persons (20%) arrested for a Part I crime in Massachusetts during 2002 was a juvenile. The juvenile arrest *rate* for all Part I crimes which had continued to decline from 1993 through 2001, increased a mere 0.6% in 2002. In 2002, there was no significant change in the juvenile arrest *rate* for property offenses while the violent crime arrest *rate* rose 1.8% from the previous year. Figure 8 displays juvenile arrest *rates* for property, violent, and total crimes in Massachusetts over the past decade.

Figure 8.



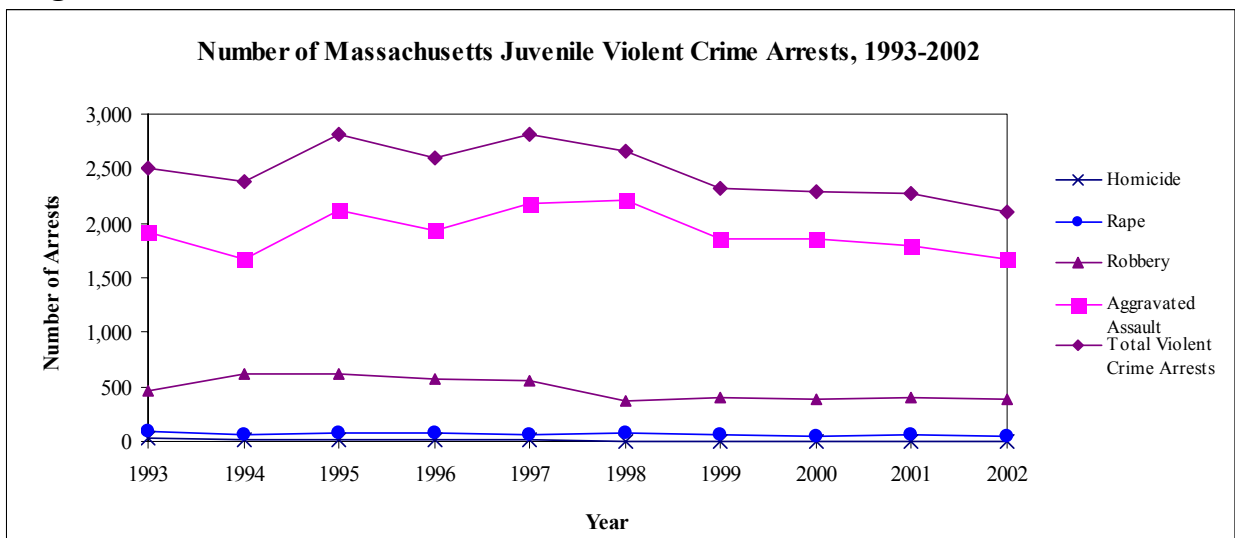
Source: FBI Uniform Crime Reports.

Please note: Population is based on total Massachusetts population (adult and juvenile).

Violent Crime Arrests

The number of Massachusetts juvenile arrests for a violent crime represented 37% of all juvenile Part I crime arrests in 2002, an 8% decline from the prior year. Consistent with the trends over the past decade, aggravated assault arrests comprised 79% of total juvenile violent crime arrests (figure 9).

Figure 9.



Source: FBI Uniform Crime Reports.

Since 1997, the Massachusetts juvenile violent crime arrest *rate* has remained considerably higher than the national rate. This is attributed to the Massachusetts juvenile aggravated assault *rate*, which has remained significantly higher than the U.S. rate. Table 7 provides the number of violent crime arrest *rates* in Massachusetts and the United States for the past decade.

Table 7. Massachusetts and U.S. Juvenile Arrest Rates for Violent Crimes, 1993 - 2002

Offense	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
MA Violent Crime Arrest Rate	56.2	58.2	58.1	51.6	55.4	54.7	48.1	47.5	44.2	45	1.8%
US Violent Crime Arrest Rate	55.9	60.2	60.2	53.8	47.2	43	39.5	29.6	34.8	32.4	-6.9%
MA Homicide Arrest Rate	0.58	0.39	0.31	0.3	0.2	0.12	0.1	0.1	0.1	0.1	0.0%
US Homicide Arrest Rate	1.5	1.5	1.4	1.1	0.9	0.8	0.5	0.4	0.5	0.5	0.0%
MA Rape Arrest Rate	2.1	1.7	1.5	1.7	1.4	1.4	1.1	1	1.3	0.9	-30.8%
US Rape Arrest Rate	2.3	2.3	2.2	2.2	2.1	2	1.9	1.6	1.6	1.6	0.0%
MA Robbery Arrest Rate	10.5	15.2	12.8	11.3	11.1	7.6	8.3	7.9	7.9	8.3	5.1%
US Robbery Arrest Rate	20.2	23	24	21	15	12.6	11	9	9	8.7	-7.4%
MA Aggravated Assault Arrest Rate	43	41	44	38	43	45.5	38.5	38.5	35	36	2.9%
US Aggravated Assault Arrest Rate	31.6	33.7	33	30	28.9	27.6	26.2	18.5	23.3	22	-5.6%

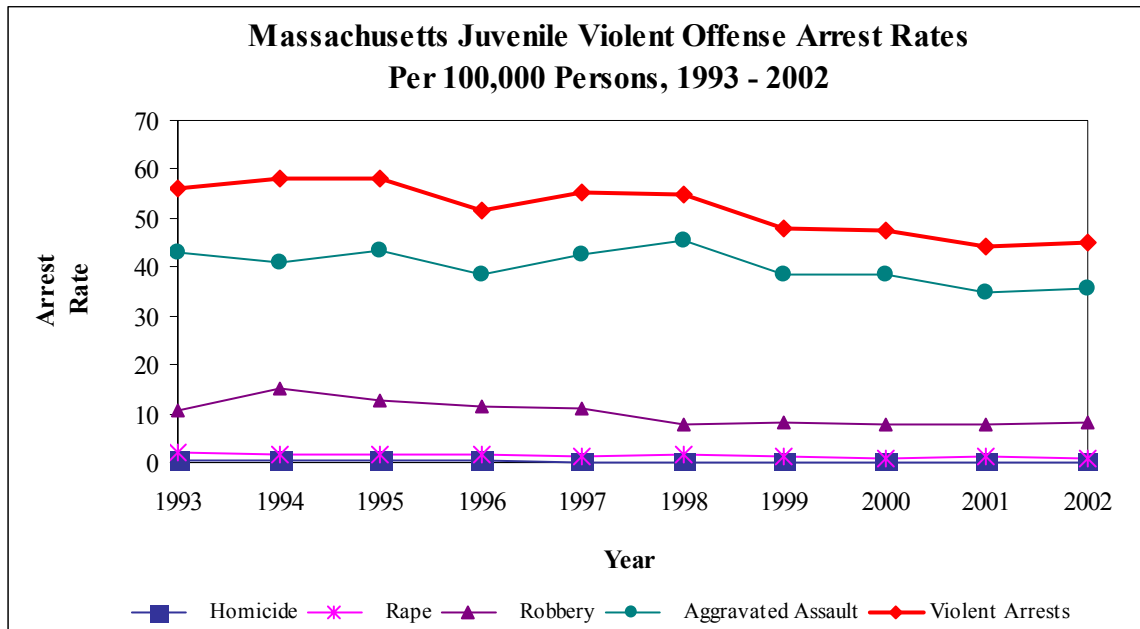
Source: FBI Uniform Crime Reports.

Note: Rates are based on a population per 100,000.

Homicide and Rape. The number of juveniles arrested for homicide during 2002 remained the same from the previous year (n=4), and is the lowest since 1990, representing 0.2% of juvenile arrests for violent crimes. The rate of juvenile arrests for homicide declined 83% from the peak in 1993. In 2002, the most notable change in violent crime arrests was for rape, which constituted 2% of all juvenile violent crime arrests. In 2002, arrests for rape declined 37% from the prior year, resulting in a 31% drop in the rape arrest rate.

Robbery and Aggravated Assault. In 2002, robbery arrests represented 18% of violent juvenile arrests. Although juvenile arrests for robbery declined by 5% in 2002, arrest rates for juvenile robbery and aggravated assault increased by 5% and 2%, respectively (figure 10).

Figure 10.



Source: FBI Uniform Crime Reports.

Property Crime Arrests

Consistent with the trends over the past decade, the Massachusetts property crime arrest rates have remained substantially below the nationwide rate. Property crimes constituted 62% of all juvenile Part I arrests made during 2002. Between 2001 and 2002, the juvenile property crime arrest rate declined by 9%. The *number* of arrests for each individual property crime also fell, with arson arrests showing the largest percent decline (33%) (table 8).

Table 8. Massachusetts and U.S. Juvenile Arrests and Arrest Rates for Property Crimes, 1993 - 2002

Offense	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	% Change 2001-2002
MA Property Crime Arrest Rate	108	104.9	104.2	106	98.3	89.7	77.8	72.6	74.7	74.6	-0.1%
US Property Crime Arrest Rate	276.2	294.1	290.1	279.3	267.6	229.4	205.2	132.8	176.6	170.2	-3.6%
MA Burglary Arrest Rate	30.1	29.1	30.8	28.1	22.7	21.4	18.1	14.6	15.6	15.8	1.3%
US Burglary Arrest Rate	54.2	55.7	53	51.5	49.4	44	37.5	30.4	32	30.1	-5.9%
MA Larceny Arrest Rate	56.4	57.9	61.4	65.6	62.9	60.1	50.2	50.6	49.8	50.5	1.4%
US Larceny Arrest Rate	183.1	198.6	200.6	195.1	189.2	161.3	145	84.2	123.9	121.3	-2.1%
MA Motor Vehicle Theft Arrest Rate	20	16	10.3	11.3	11.4	7.1	8.1	6.3	8.1	7.4	-8.6%
US Motor Vehicle Theft Arrest Rate	35.2	35.3	32.4	28.9	25.3	20.6	19.4	15.5	17.4	15.9	-8.6%
MA Arson Arrest Rate	1.5	1.9	1.7	1	1.4	1.1	1.2	1.1	1.2	0.9	-25.0%
US Arson Arrest Rate	3.7	4.5	4.4	3.8	3.8	3.4	3.4	3.1	3.3	2.9	-12.1%

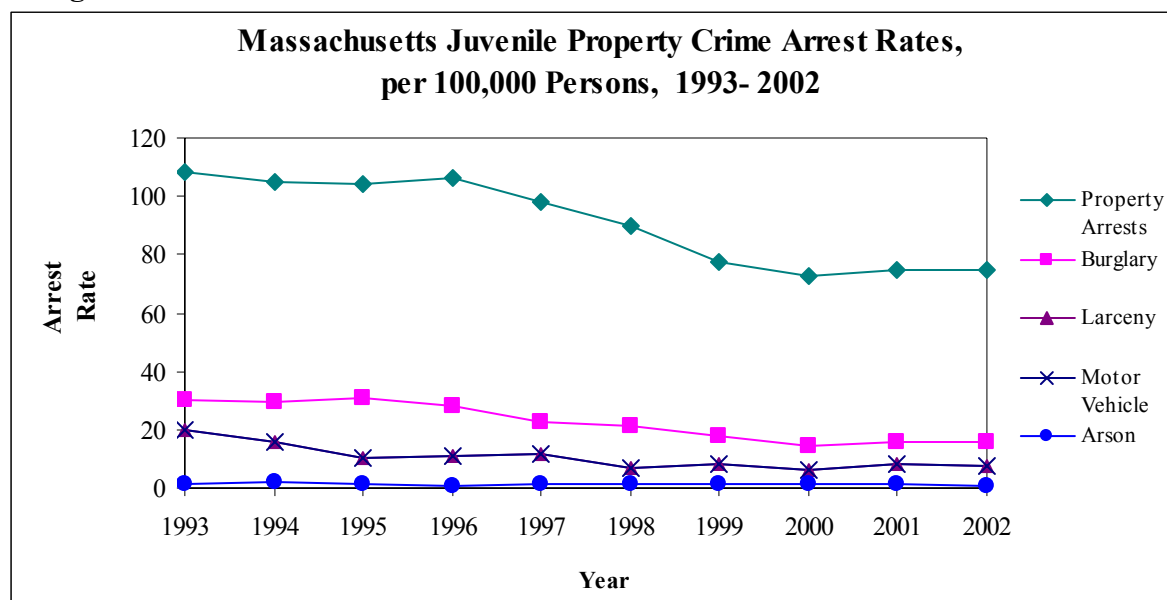
Source: FBI Uniform Crime Reports.

Please note: Rates are based on a population per 100,000.

Burglary and Larceny. In 2002, one in five property crime arrests was for burglary (21%). The arrest *rate* for burglary reflects a 1% increase since 2001. Larceny represented the majority of all juvenile arrests (42%), continuing to surpass aggravated assault as the offense for which juveniles are most frequently arrested. Although the larceny arrest *rate* in 2002 increased 1.3%, it represents a significant decline of 23% from 1996, the peak over the past decade.

Motor Vehicle Theft and Arson. In 2002, motor vehicle theft arrests represented 10% of all property crime arrests and 6% of total arrests. From 2000 to 2001, arrest rates for motor vehicle theft and arson declined 8% and 26%, respectively (figure 11).

Figure 11.



Source: FBI Uniform Crime Reports.

Juvenile Arrests for Part II Crimes

The number of juvenile arrests made in Massachusetts during 2002 decreased for two-thirds of the Part II type offenses.² The most frequent offenses for which juveniles were arrested included other assaults,³ drug abuse violations,⁴ liquor laws, disorderly conduct, and all other offenses⁵ (figure 12). Liquor law violations, representing 9% of all Part II arrests, reflected the most significant decline in the rate of juveniles arrested among the five mentioned crimes. All other offenses, which comprise the majority of Part II arrests (26%), also reflected a decrease (4%) from the previous year.

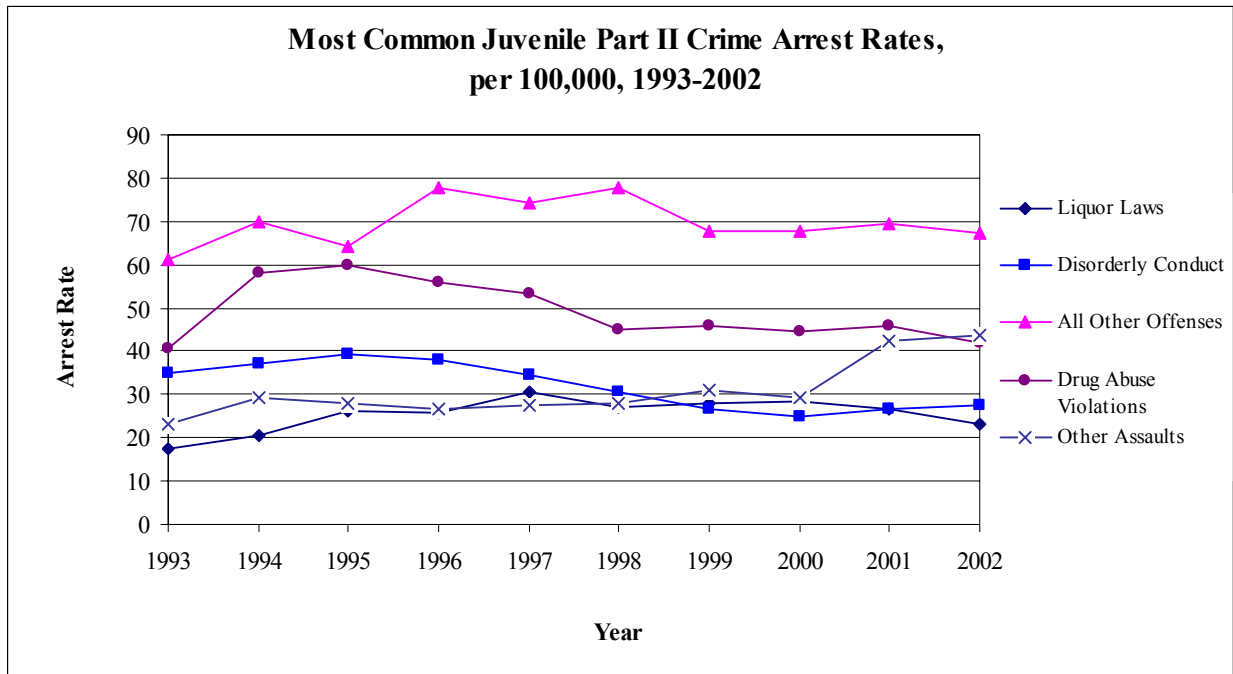
² Part II crimes include other assaults, forgery and counterfeiting, fraud, embezzlement, buying/possessing stolen property, vandalism, weapons carrying/possessing, prostitution, sex offenses, drug abuse violations, gambling, offenses against family/children, driving under influence, liquor law violations, drunkenness, disorderly conduct, vagrancy, and all other offenses. It also includes suspicion, curfew/loitering law violations, and runaways, which are status offenses.

³ "Other assaults" is defined as assaults and attempted assaults where no weapon is used and which do not result in serious or aggravated injury to the victim.

⁴ "Drug abuse violations" is defined as any state and/or local offenses relating to the unlawful possession, sale, use, growing, and manufacturing of narcotic drugs.

⁵ "All other offenses" is defined as all violations of state and/or local laws except those listed among the Part II crimes and traffic offenses.

Figure 12.



Source: FBI Uniform Crime Reports.

Illegal Drugs

Substance abuse is a problem that affects all Americans—including those who do not know or associate with substance abusers. In 2000, drug abuse cost Americans an estimated \$160.7 billion a year in health care, lost productivity, and other costs (Office of the National Drug Control Policy, 2001a). Healthcare expenditures due to drug abuse alone were projected to cost America nearly \$14.9 billion in 2000 (Ibid.). Further, it now costs over \$9 billion a year to incarcerate convicted drug law violators (Justice Policy Institute, 2000). While substance abuse is the single largest preventable cause of death in the United States, there were nearly 20,000 drug-induced deaths in America in 2000 (Centers for Disease Control and Prevention, 2002a).

According to the U.S. Health and Human Services' *National Survey on Drug Use and Health* (2003), 19.5 million Americans (8.3%) age 12 and older were current⁶ drug users in 2002. The survey reported that an estimated 3.9 million current drug users were also diagnosed as dependent drug users, of which 11.6% were young people between the ages of 12 and 17. Of those identified as being current users, 20% were between the ages of 18 to 25 and 5.8% were 26 or older. Rates of current drug use showed significant variation among the major racial/ethnic groups. Rates were 9.7% for blacks, 8.5% for whites, 7.2% for Hispanics, with Asians having the lowest rate at 3.5%

Nationally, approximately 1.1 million people were arrested in the United States for drug abuse violations in 2002, up slightly 1.1% from 2001 (FBI, 2003). Persons arrested often commit crimes while under the influence and later test positive for drugs. In 2001, the 33 sites participating in the Arrestee and Drug Abuse Monitoring Program (ADAM) reported that 63.6% of adult male arrestees tested positive for using one of five drugs: cocaine, opiates, marijuana, phencyclidine (PCP), and methamphetamines (U.S. DOJ NIJ, 2002). Despite the popularity of other drugs such as methamphetamines, marijuana still is the drug of choice of 42.7% of the male arrestees. In 17 of 33 sites, more than 40% of male arrestees tested positive for marijuana. Of the 22 sites that collect data from female arrestees, cocaine, not marijuana, was detected most in all sites (U.S. DOJ NIJ, 2002).

Clearly, there is a relationship between the use of drugs and the volume of crime committed by drug users. In 2000, and the total cost of drug trafficking and drug-related crime to American society exceeded \$160 billion (NDIC January 2003). In the Bureau of Justice Statistics *1997 Survey of Inmates in Adult State and Federal Correctional Facilities* (1999), 33% of State prisoners and 22% of Federal prisoners stated they had committed their current offense while under the influence of drugs. Drug offenders (42%) and property offenders (37%) reported the highest incidence of drug use at the time of the offense (BJS, 1999). In 1998, an estimated 138,000 convicted jail inmates (36%) were under the influence of drugs at the time of their offense and 61,000 convicted jail inmates perpetrated their current offense in order to obtain money to buy drugs (BJS, 2000).

According to a Bureau of Prisons study, inmates who have received substance abuse treatment are 73% less likely to be re-arrested in the first six months after release compared to those who have not received treatment (Alter, J., 1999). A 1997 Rand Corporation study found that

⁶ "Current user" is defined as using once during the last month.

“treatment reduced about 10 times more serious crime than conventional enforcement and 15 times more than mandatory minimums” (Alter, J., 1999).

Cocaine. Following a decline in cocaine use by youth aged 12 to 17 in the early 1990s, this trend reversed, and increased slightly from 2.3% in 2001 to 2.7% in 2002. After reaching a peak in 1984 (17.9%), the percentage of young adults aged 18 to 25 who had ever used cocaine dropped to 10.1% by 1996, but rose to 15.4% in 2002 (HHS Sept 2003).

Heroin. Following growing use between 1992 and 1997, heroin use declined 36% from 325,000 current heroin users in 1997 to 208,000 in 1999. Reportedly long stigmatized for having to be injected, the increased purity of heroin enables it to now be snorted or smoked. In 1998, a pure gram was estimated to cost \$318 wholesale. The number of hardcore⁷ heroin users declined 0.3% from 980,000 in 1998 to an estimated 977,000 in 1999. In Massachusetts counties with a population over 500,000, heroin has surpassed cocaine in usage due to the drop in heroin prices and the increase in its purity (U.S. DOJ, National Drug Intelligence Center, 2001).

Marijuana. Marijuana continues to be the most commonly used drug in America. In 2001, 8.9 million Americans were marijuana or hashish users (U.S. Health and Human Services, 2002). The average cost for one pound of marijuana in 1999 was between \$400 and \$2,000 depending on the region of the country (U.S. DOJ, Office of National Drug Control Policy, 2001).⁸ Although marijuana use in Massachusetts is considered “rampant,” law enforcement and treatment providers do not view the drug as a high level threat because users do not often commit violent crime or seek substance abuse services (U.S. DOJ, National Drug Intelligence Center, 2001).

Other Drugs. According to the latest Partnership for a Drug Free America survey (2003), 55% of American teenagers (13 million) do not see a great risk in trying MDMA (Ecstasy). Currently, 8.1 million (3.6%) of Americans age 12 and over have tried Ecstasy at least once in their lifetime and there are currently 786,000 Ecstasy users in America (U.S. Department of Health and Human Services, 2002). Ecstasy abuse has increased in the Commonwealth, particularly in counties with a population over 500,000 people (U.S. DOJ, National Drug Intelligence Center, 2001). Additionally, approximately 957,000 Americans admitted to using Oxycontin at least once for non-medical reasons in 2001 (U.S. Department of Health and Human Services, 2002). Over the past year and a half, Massachusetts has experienced countless pharmacy robberies for Oxycontin. The Massachusetts Attorney General’s Office created an Oxycontin Task Force in August 2001. Its members, including the State Police, local police departments, and district attorneys’ offices, work together to investigate, arrest and prosecute Oxycontin crimes. Finally, while methamphetamine production and use is growing steadily in other parts of the nation, Massachusetts has not seen such increases and currently, law enforcement does not consider methamphetamines a significant threat in Massachusetts.

⁷ “Hardcore” users are defined as persons who ingest “a controlled substance at least one or two days every week during the past year or more than ten days during the previous month” (National Drug Intelligence Center, 2001).

⁸ The cost of marijuana is generally less expensive in the Southern border states, and is more expensive in the Midwest and Northeast regions of the United States.

Massachusetts Drug Arrests

In Massachusetts, heroin, cocaine, and crack cocaine are regarded by law enforcement and treatment providers as the most serious drug threats in the state (U.S. DOJ, National Drug Intelligence Center, May 2003). According to the U.S. Sentencing Commission, the percentage of federal sentences for all drugs in Massachusetts was markedly higher than the national percentage (table 9). In particular, federal sentences that were heroin and cocaine-related were significantly higher than the U.S. nationwide percentage.

Table 9. Percentage of Drug-Related Federal Sentences by Drug Type, Massachusetts and United States, FY2001

	All Drugs	Heroin	Cocaine	Marijuana	Methamphetamine
Massachusetts	47.7	16.5	56.7	22.3	0.4
U.S.	41.2	7.2	42.5	32.8	14.2

U.S. DOJ, National Drug Intelligence Center, May 2003

According to the FBI's Uniform Crime Reports (2002), seven in ten (70%) drug arrests made in Massachusetts during 2001 were for possession. This represented a 6% increase in drug possession arrests from 2000.

Heroin. According to the U.S. Department of Justice National Drug Intelligence Center, South American heroin is the most prevalent type of heroin available in Massachusetts (May 2003), and averages a wholesale purity of 95% in Boston (U.S. DOJ, National Drug Intelligence Center, August 2003). Massachusetts cities that have been identified as primary distribution centers for heroin include Boston, Fitchburg, Holyoke, Lawrence, Lowell, Lynn, New Bedford, Springfield, and Worcester. Data from the Federal-wide Drug Seizure System indicates federal law enforcement agents seized 2.5 kilograms of heroin in Massachusetts in 2002 (Ibid.).

Opium, Cocaine and Derivatives (includes morphine, heroin, and codeine). Opium, cocaine, and derivatives represented 74% of all sale and manufacturing arrests and 33% of possession arrests during 2001.

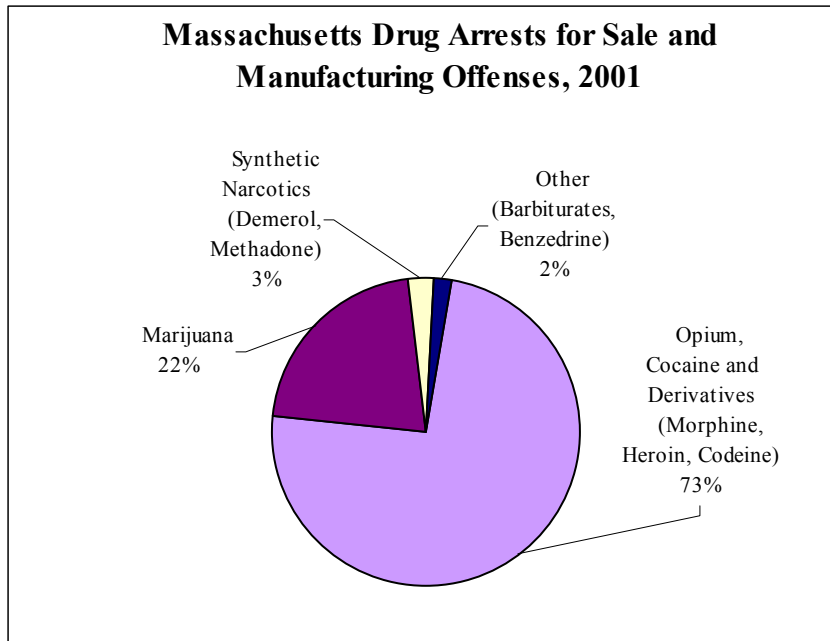
Marijuana. In 2001, 44% of *all* persons arrested for a drug offense in Massachusetts were arrested specifically for the possession of marijuana. Marijuana represented 62% of all possession arrests and 22% of all sale and manufacturing arrests.

Synthetic Narcotics (includes Demerol and Methadone). Synthetic narcotics represented 1.9% of possession arrests and 3% of all sale and manufacturing arrests.

Other (Barbiturates, Bensedrine). Other drugs represented 3% of possession arrests and 2.1% of all sale and manufacturing arrests.

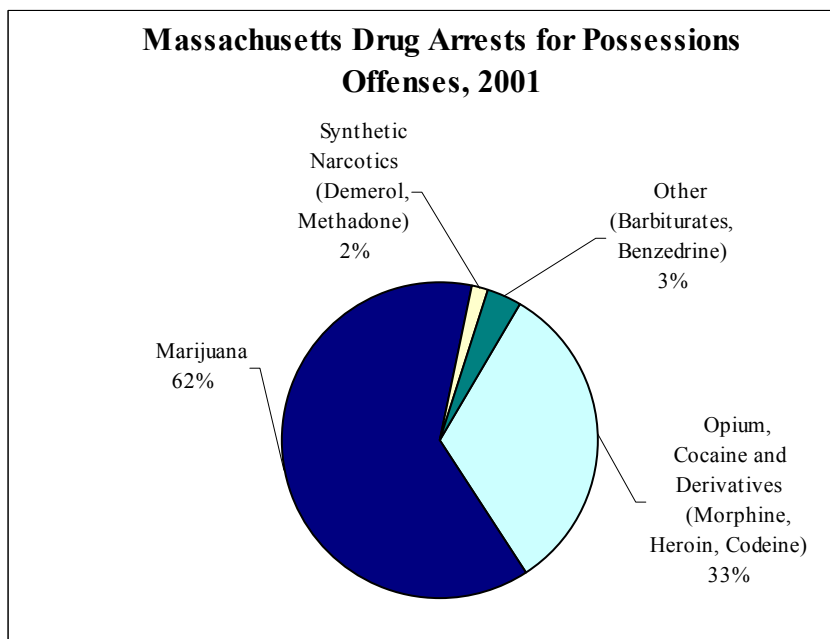
Figures 13 and 14 provide the breakdown of 2001 arrests for drug sale/manufacturing and possession.

Figure 13.



Source: FBI Uniform Crime Reports, 2002.

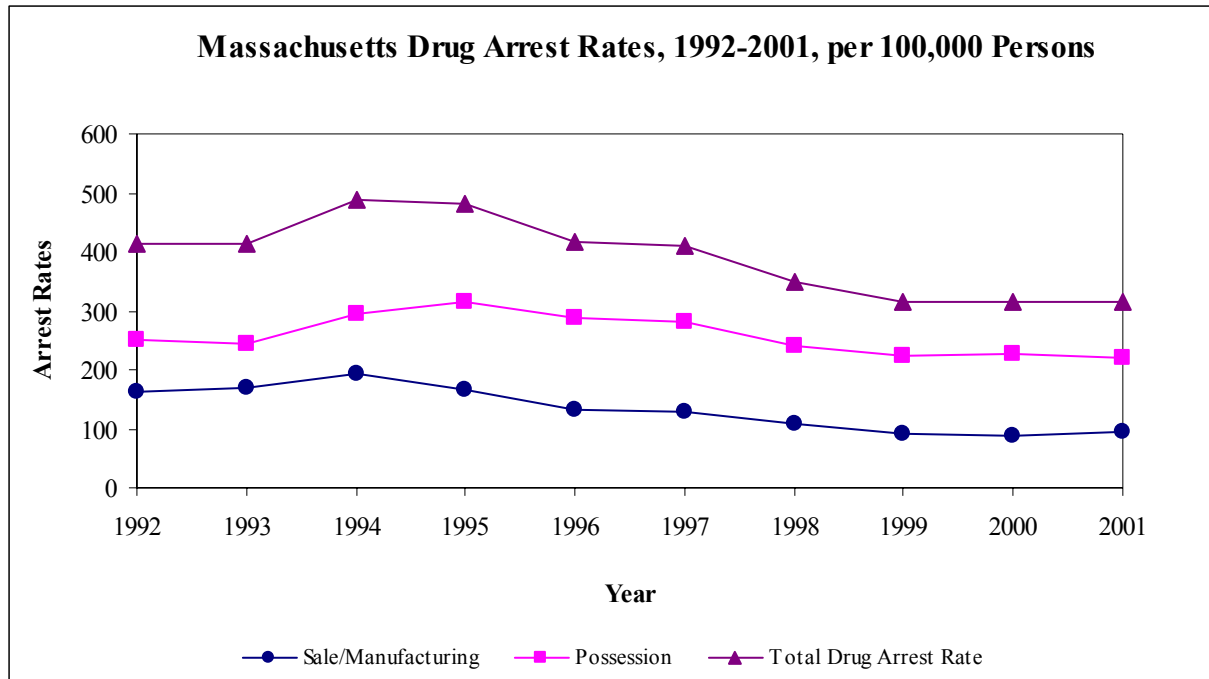
Figure 14.



Source: FBI Uniform Crime Reports, 2002.

Overall, the total drug arrest rate Massachusetts remained the same from 2000 to 2001. While the arrest rate for drug possession declined 2.3%. The arrest for the sale/manufacturing of drugs increased 6.2% in 2001 from the previous year (figure 15).

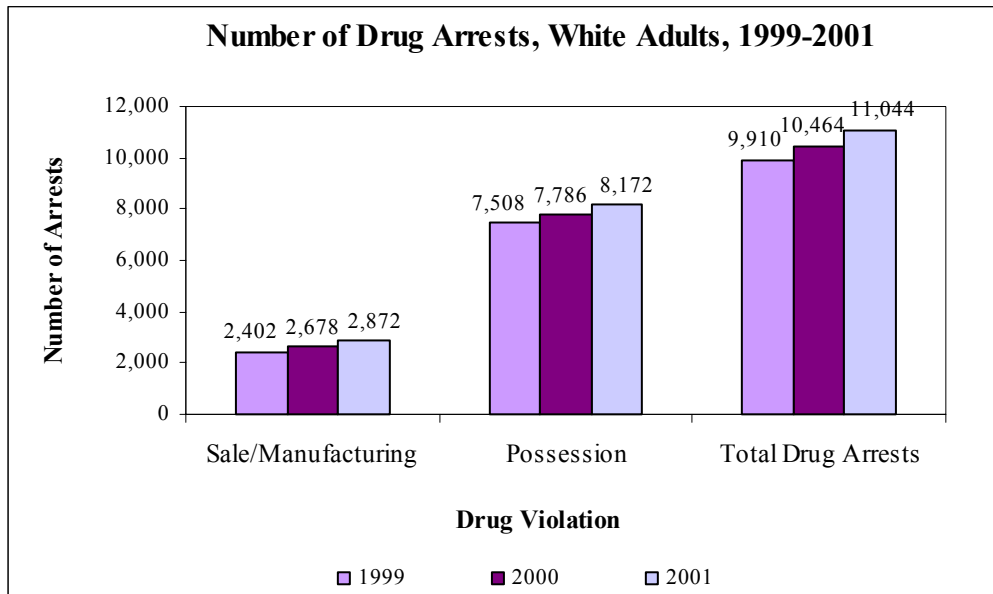
Figure 15.



Source: FBI Uniform Crime Reports, 2002.

When analyzing race as a factor in drug arrests, white adults represented three-fourths of the total number of drug and 74% of drug possession arrests. The total number of drug arrests for white adults increased 11% from 1999 to 2001 (figure 16).

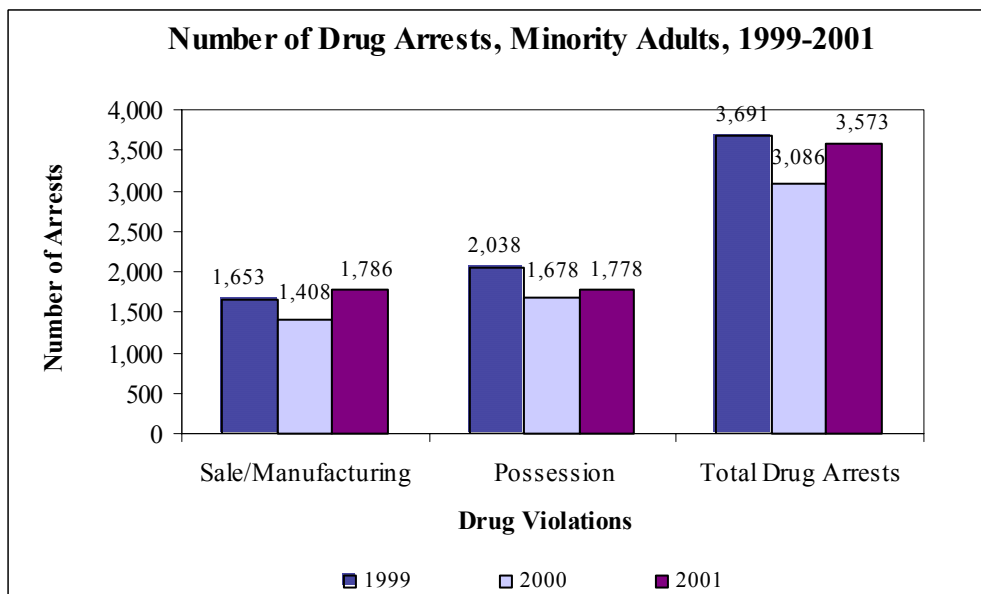
Figure 16.



Source: FBI Uniform Crime Reports, 2002.

For minority adults, the total number of drug arrests increased 16% from 2000 to 2001 and the arrest ratio was nearly equally distributed between sale/manufacturing arrests and possession arrests (figure 17).

Figure 17.



Source: FBI Uniform Crime Reports, 2002.

Massachusetts Juvenile Drug Arrests

According to the FBI's Uniform Crime Reports (2002), eight in ten (81%) *juvenile* drug arrests made in Massachusetts during 2001 were for possession, representing an 8% increase from the previous year.

Opium, Cocaine and Derivatives (includes morphine, heroin, and codeine). In Massachusetts, opium, cocaine, and derivatives represented 40% of all sale and manufacturing arrests and 7% of possession arrests during 2001 among juveniles.

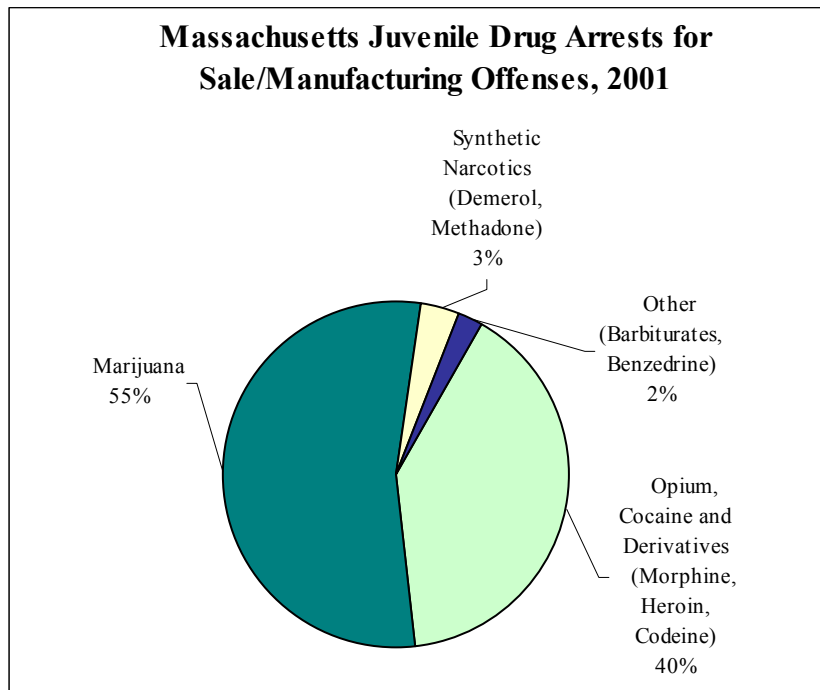
Marijuana. In 2001, 71% of *all* juveniles arrested for a drug offense in Massachusetts were arrested specifically for the possession of marijuana. Marijuana represented 87% of all possession arrests and 55% of all sale and manufacturing arrests among juveniles.

Synthetic Narcotics (includes Demerol and Methadone). Synthetic narcotics represented 1.9% of possession arrests, 1.6% of all drug arrests and 3% of all sale and manufacturing arrests among juveniles in 2001.

Other (Barbiturates, Benzedrine). Other drugs represented 3.3% of total drug arrests, 4% of possession arrests and 2.4% of all sale and manufacturing arrests among juveniles.

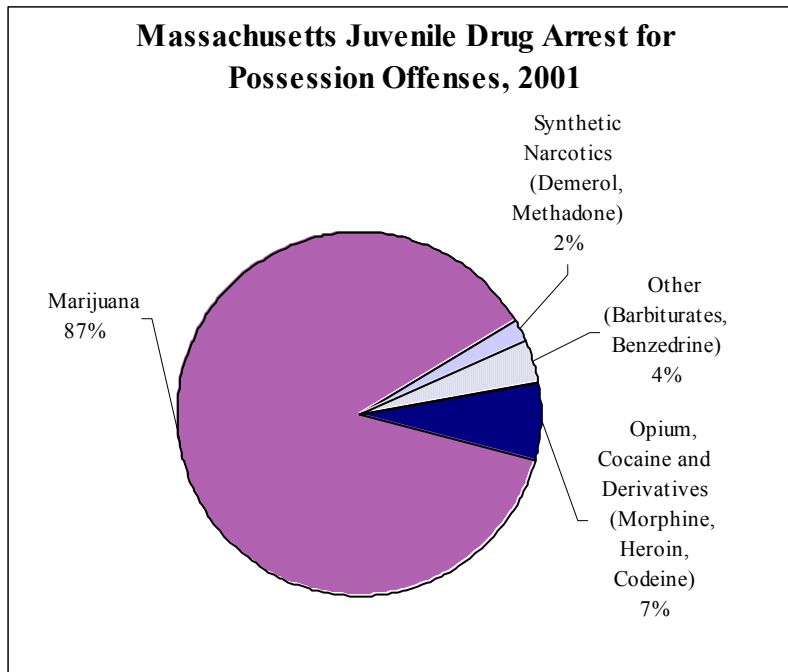
Figures 18 and 19 provide the breakdown of juvenile drug sale/manufacturing and possession arrests in 2001.

Figure 18.



Source: FBI Uniform Crime Reports, 2002.

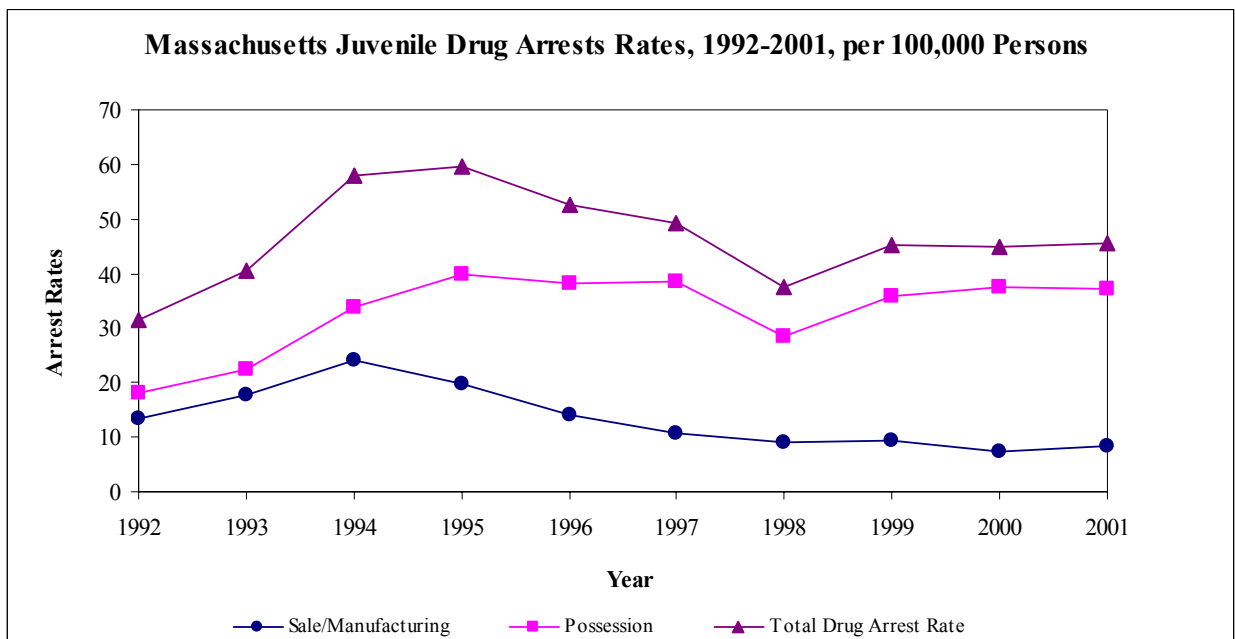
Figure 19.



Source: FBI Uniform Crime Reports, 2002.

From 2000 to 2001, the arrest rate for Massachusetts juveniles for the sale/manufacturing of drugs increased 14%, while the drug possession arrest rate declined 1.4 (figure 20).

Figure 20.



Source: FBI Uniform Crime Reports, 2002.

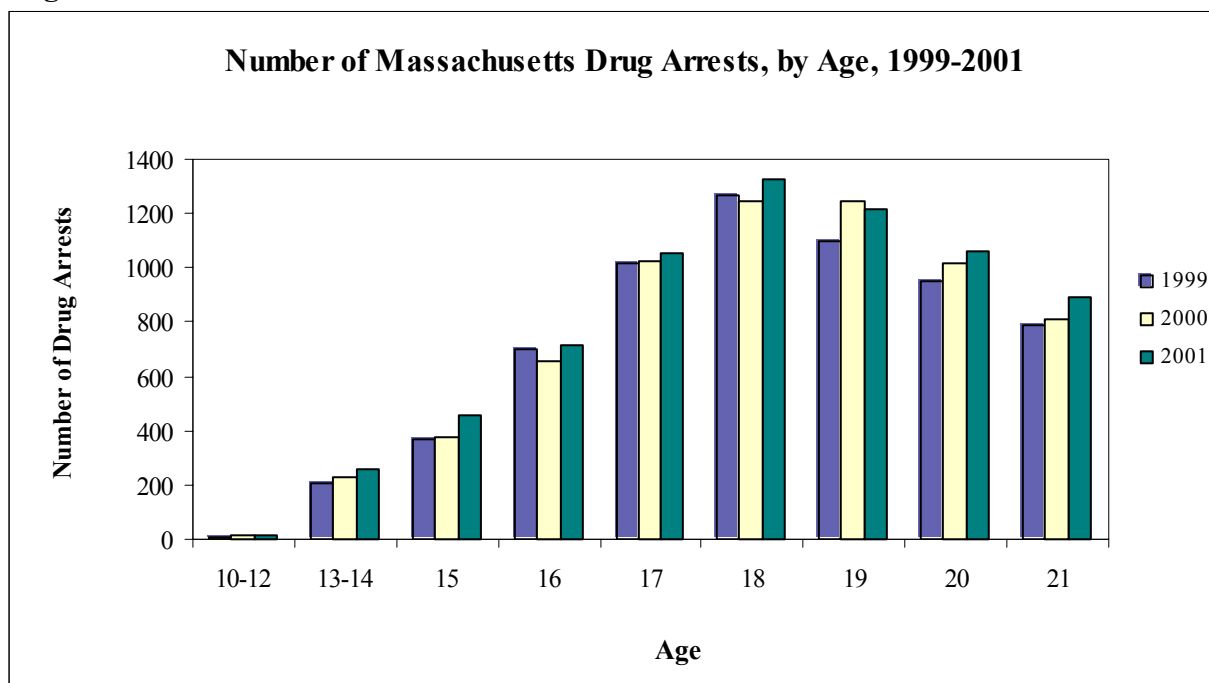
Excluding youth age 19, drug arrests for youth between the ages of 10 and 21 increased from 2000 to 2001. The most significant increase in drug arrests occurred for youth ages 10-12, increasing 29% (n=14 to 18), and youth age 15, increasing 22% (n=373 to 455) (table 10 and figure 21).

Table 10. Number of Massachusetts Drug Arrests, Ages 10-21, 1999-2001

Ages	1999	2000	2001	%Change 99 vs. 01	%Change 00 vs. 01
10-12	10	14	18	80%	28.6%
13-14	210	227	260	23.8%	14.5%
15	370	373	455	23%	22%
16	697	655	718	3%	9.6%
17	1,017	1,021	1,056	3.8%	3.4%
18	1,270	1,244	1,330	4.7%	6.9%
19	1,100	1,248	1,213	10.3%	-2.8%
20	947	1,017	1,060	11.9%	4.2%
21	785	812	889	13.2%	9.5%

Source: FBI Uniform Crime Reports, 2002.

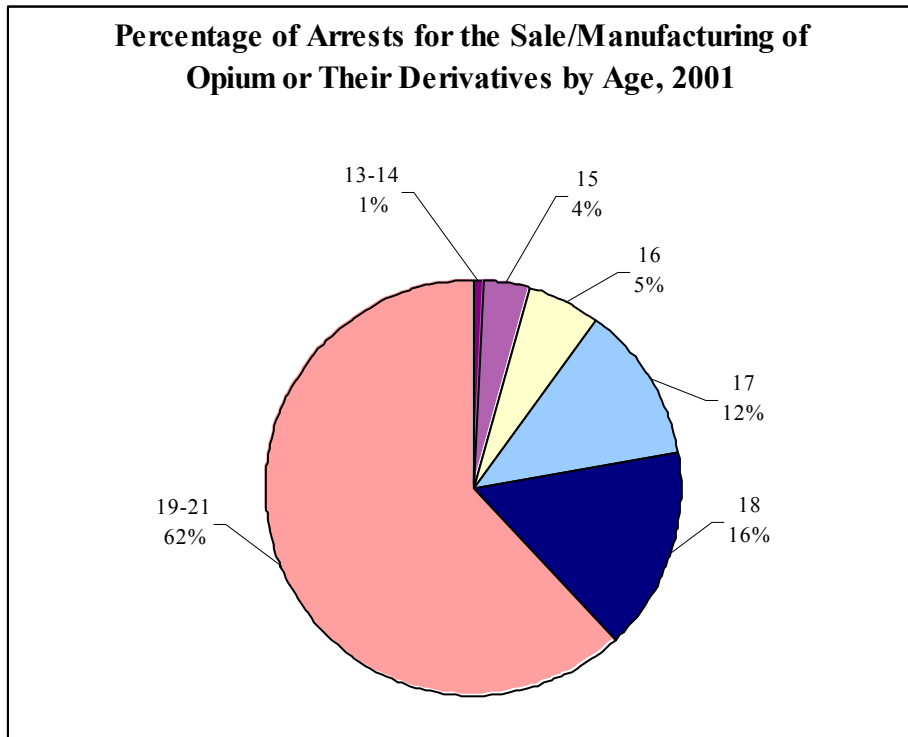
Figure 21.



Source: FBI Uniform Crime Reports, 2002.

In 2001, six in ten young adults between the ages of 19-21 were arrested for the sale/manufacturing of Opium or their derivatives (figure 22).

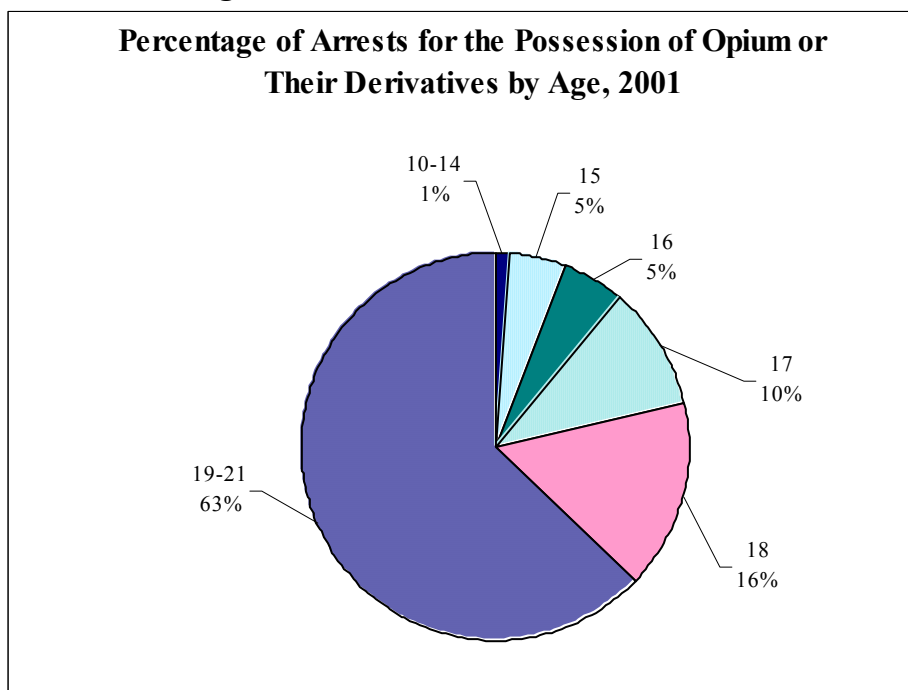
Figure 22.



Source: FBI Uniform Crime Reports, 2002.

Similarly, six in ten young adults between the ages of 19-21 were arrested for the possession of Opium or their derivatives (figure 23).

Figure 23.



Source: FBI Uniform Crime Reports, 2002.

From 2000 to 2001, the most significant increase in arrests for marijuana possession occurred for youth ages 10-12 (63%) [although, the actual numbers were small, increasing by 5 arrests], followed by youth ages 13-14 (22%). One in five persons arrested for marijuana possession was 18 years of age (table 11).

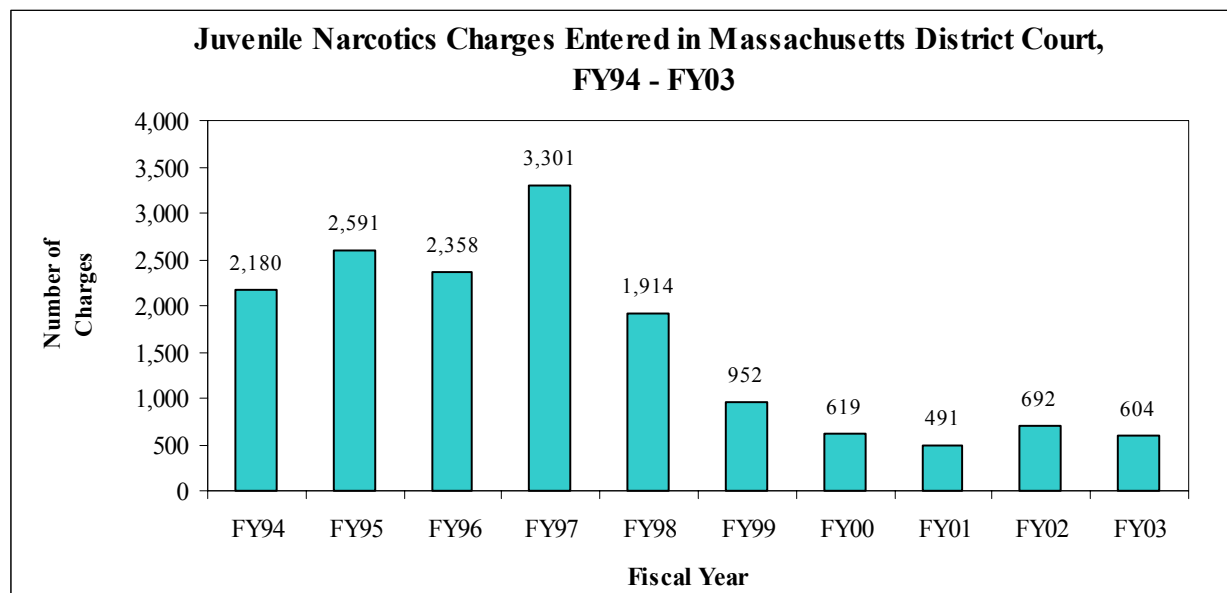
Table 11. Number of Arrests for Marijuana Possession by Age, 2001

Age	1999	2000	2001	% Change 2000-2001	% Change 1999-2001
10-12	5	8	13	62.5%	160%
13-14	161	165	202	22.4%	25.5%
15	268	274	321	17.2%	19.8%
16	506	466	516	10.7%	2%
17	721	734	725	-1.2%	0.6%
18	867	868	918	5.8%	5.9%
19	698	781	761	-2.6%	9%
20	570	601	580	-3.5%	1.8%
21	419	409	458	12%	9.3%

Source: FBI Uniform Crime Reports, 2002.

Of all the juvenile charges entered into Massachusetts District Courts in FY03, 8% represented narcotics charges, a decrease of 81% from its peak in FY97 (figure 24).

Figure 24.



Source: Massachusetts Supreme Judicial Court Annual Reports, FY94-FY03.

Note: Data for the 1999 juvenile cases appears to have declined significantly by 50 percent. This is a result of district courts reporting less than 12 months of data, in addition to the fact that the juvenile business of the court was transferred to the Juvenile Court department during the fiscal year.

Sentencing and Incarceration

Like most states, Massachusetts has a two-tier correctional system, a state prison system and jails/houses of correction. The Massachusetts Department of Correction operates the state prison system which houses inmates convicted of serious crimes in Superior Court. County sheriffs' departments are responsible for the administration and management of persons incarcerated in houses of correction⁹ who are sentenced mostly through the District Court system for lesser crimes with sentences no more than two-and-one-half years in length. During 2001, over 25,000 people were incarcerated in Massachusetts county and state prisons.

County Inmate Population

In 2002, 16,291 offenders were sentenced to county facilities (jails and houses of correction), representing a slight increase of 1% from the previous year. Over the past two years, the number of women sentenced to county facilities has increased (29%). Since 1990, that number has increased by 612% (119 women sentenced in 1990 to 847 in 2002).

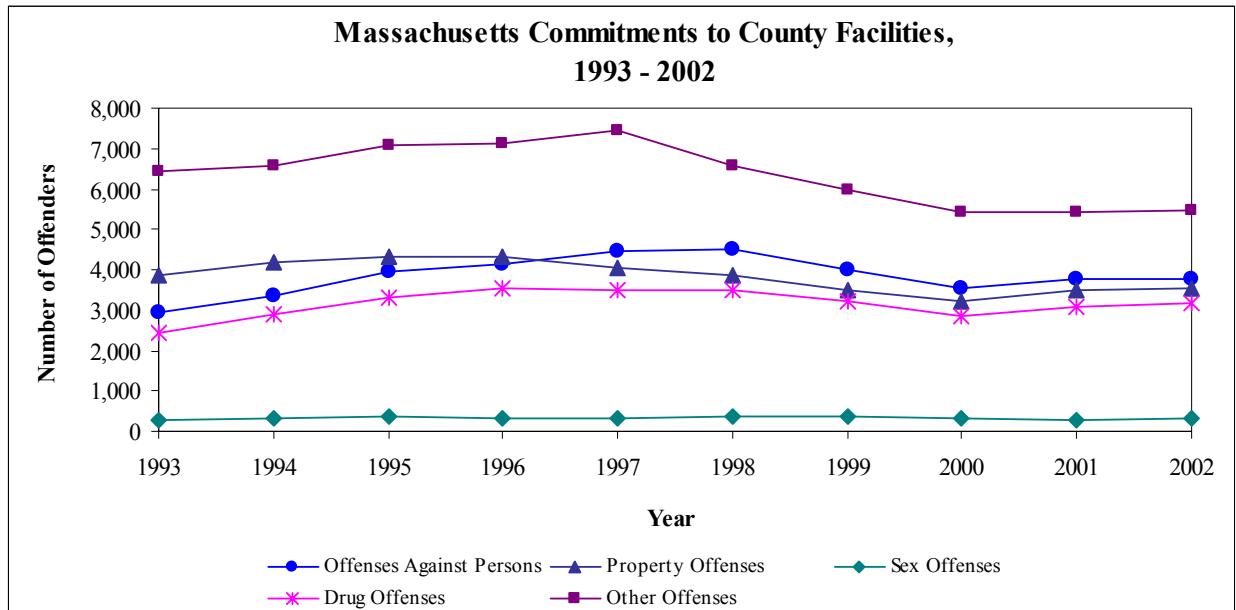
Between 1993 and 2002, 59% of all incarcerated offenders were white. Almost half (46%) of the county inmate population were 29 years old and younger during 2002. The average age at commitment of incarcerated inmates was 32 years for males and 33 years for females, ranging in age from 16 to 80 years. Over half (53%) of the inmate population reported they were single, and 42% had not graduated from high school (Massachusetts Department of Correction, 2003).

Upon analyzing the number of commitments to county facilities during the past decade (1992-2002), the number of commitments to a county facility declined by 18% in 2002. This may be attributed in part to the declining commitments for property offenses (9%) and "other" offenses (15%) over the past decade. However, concurrently there was a significant increase in commitments for offenses against persons¹⁰ (28%) and drug offenses (30%) during the same period. Figure 25 presents the trend in commitments to county facilities over the past ten years.

⁹ Most facilities contain a jail for pre-trial detainees and a house of correction for sentenced inmates. All Massachusetts counties, except for Nantucket County, have at least one county correctional facility administered by the county sheriff.

¹⁰ Offenses against persons include homicide, rape, aggravated assault, and robbery.

Figure 25.



Source: Massachusetts Department of Correction, 2003.

Offenses Against Persons.¹¹ Twenty-three percent of offenders in the county system were incarcerated for an offense against a person; however, there was no measurable change from 2001. Of *all* county commitments, male offenders were more likely than females to be serving time for a crime against a person, 24% to 14%, respectively. For person offenses alone, 55% of women (n=66) were serving time for unarmed assault and 38% (n=45) serving time for armed assault. This is similar for men incarcerated for person offenses, where 64% (n=2,363) were serving time for unarmed assault and 31% were serving time for armed assault (n=1,145).

Sex Offenses. Persons incarcerated in a county facility for a sex offense accounted for only 2% of the inmate population in 2002; however, they represent the most dramatic increase of the five offense categories, increasing 18% from the prior year. Of the 336 offenders, 332 or 98.8% were male. Fifty-eight percent were serving time for assault with intent to commit rape, followed by 22% for gross sexual misconduct. Of the four female inmates committed for a sex offense, two are serving time for rape of a child, one for assault with intent to rape, and one for gross sexual misconduct.

Property Offenses.¹² Female offenders were incarcerated more frequently than men for a property offense (28% vs. 21%). Two out of 5 or 43% of female inmates were serving time for a larceny offense, compared to 26% of men. Burglary was the most common property offense committed by men. There were almost four times more men than women serving time for such an offense (27% vs. 7%).

Drug Offenses. Twenty-seven percent of female offenders were committed for a drug-related offense, compared to 19% of the male population. Female commitments appear more equally

¹¹ Offenses Against Persons (primarily Massachusetts General Law Chapter 265).

¹² Crimes Against Property (primarily Massachusetts General Law Chapter 266).

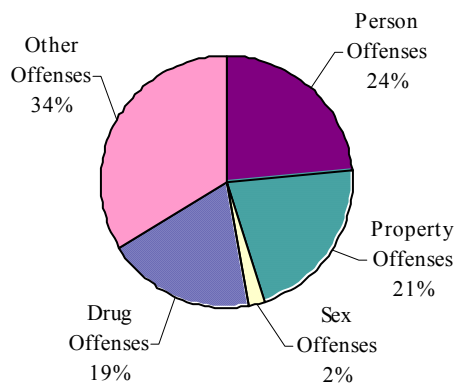
distributed among the Class A and B substance classes. Thirty-eight percent of females incarcerated for a drug offense were committed for possessing a Class A substance and 37% for a Class B substance. Of the males committed for drug offenses, 34% were committed for the possessing a Class A substance and 30% for a Class B substance.

“Other” Offenses. In 2002, over one-third of offenders (34%) were serving time for “Other” offenses such as trespassing, nonsupport, resisting arrest, attempt to commit a crime, or contempt of court. Of those, motor vehicle offenses and operating under the influence accounted for 35% and 24%, respectively. Of the male population incarcerated for “Other” offenses, more than one-third (36%) served time for motor vehicle offenses, and 25% served time for operating under the influence. Of females incarcerated for “Other” offenses, 23% accounted for motor vehicle offenses, followed by 23% for operating under the influence, and 21% for prostitution. In 2002, there was a 73% decrease in the percentage of male inmates serving a county sentence for prostitution from the previous year (26 to 7).

Figures 26 and 27 present the breakdown of 2002 offenses by gender.

Figure 26.

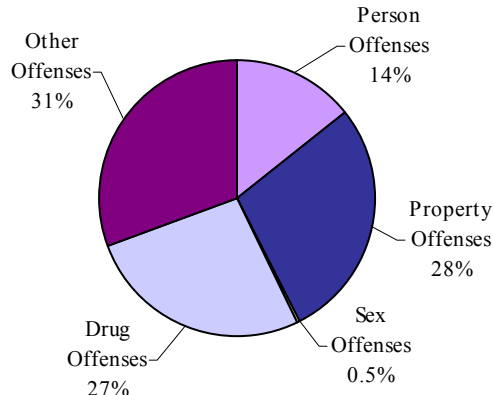
Current Offense Categories of Males Incarcerated in County Facilities, 2002



Source: Massachusetts Department of Correction, 2003.

Figure 27.

Current Offense Categories of Females Incarcerated in County Facilities, 2002

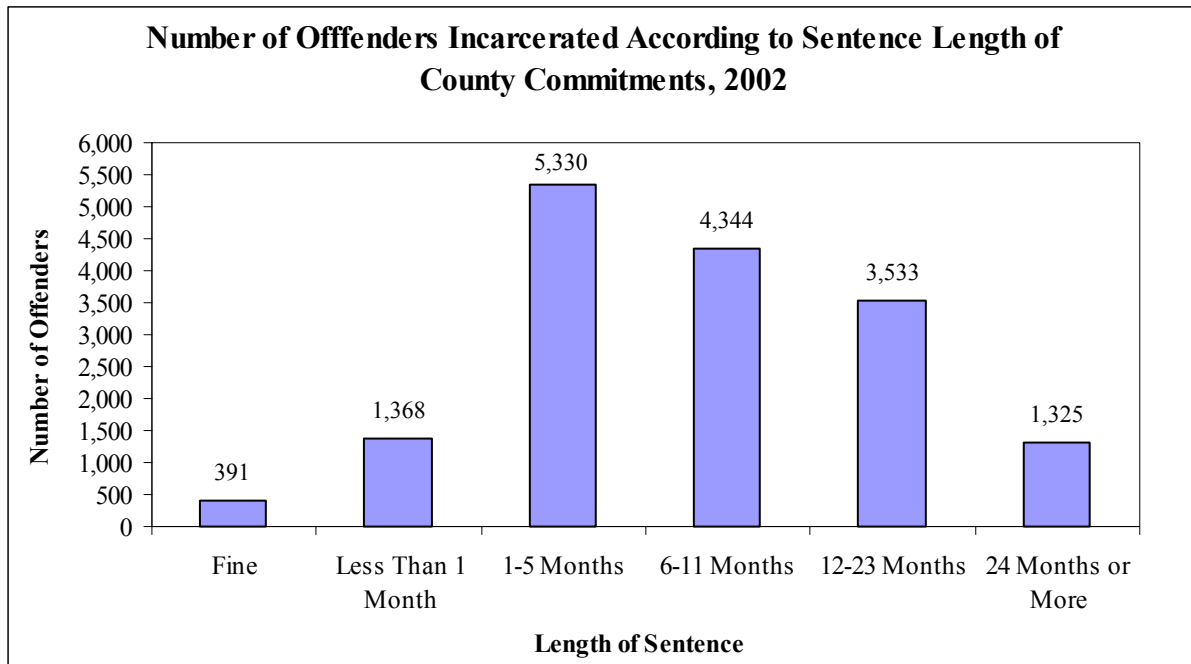


Source: Massachusetts Department of Correction, 2003.

Sentencing Distribution Among County Inmates

Seventy percent of offenders incarcerated in a county house of correction received a sentence of eleven months or less. One out of four offenders (26%) were serving a six to eleven-month sentence, 23% were serving a two to five month sentence. Figure 28 provides a breakdown of county sentence lengths in 2002; 13% were serving 18 months or more.

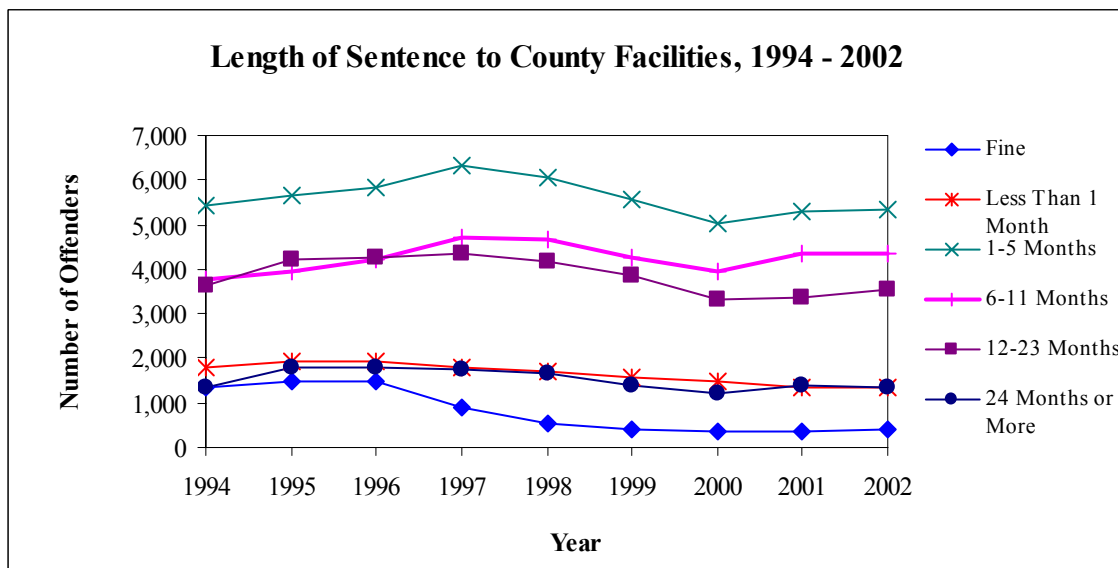
Figure 28.



Source: Massachusetts Department of Correction, 2003.

The number of persons committed to county facilities in Massachusetts rose 1.3% in from 2001 to 2002. Over one-fifth or 22% of all inmates were serving 12-23 month sentences. This represents a 5% increase from the prior year. Less severe sentences, such as fines, saw the highest increase (16%), while sentence lengths of 24 months or more declined by 4%.

Figure 29.

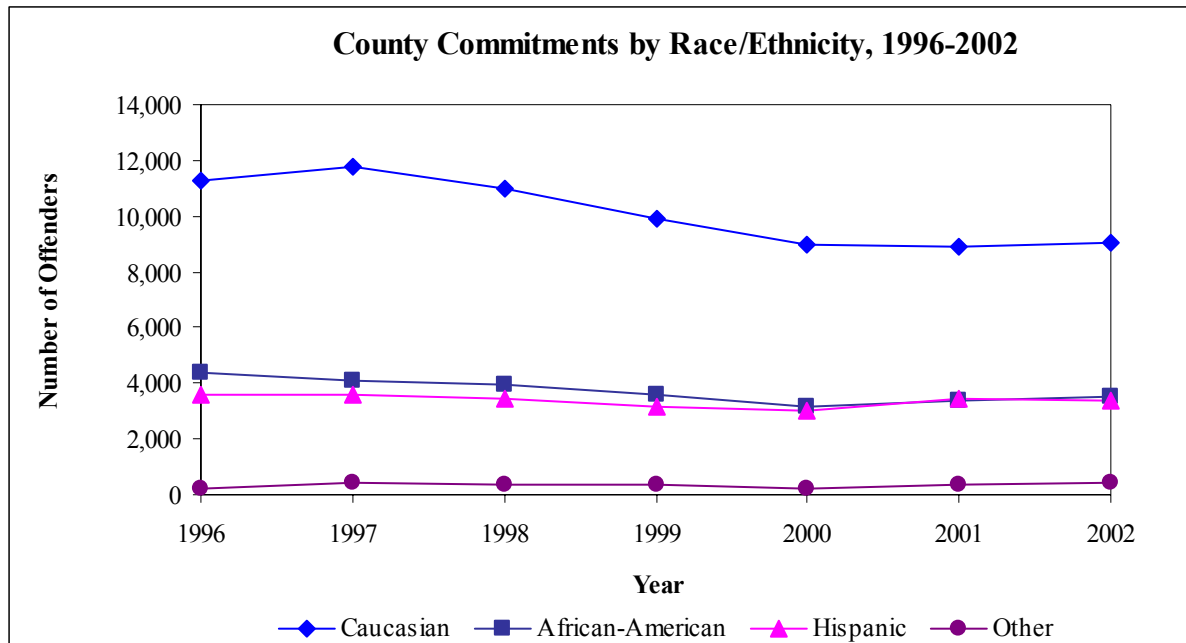


Source: Massachusetts Department of Correction, 2003.

Race/Ethnicity Distribution Among County Inmates

In 2002, Caucasian inmates represented over half (55%) of the total county commitments, followed by African American inmates (22%), Hispanic inmates (21%), and other (2%) (Massachusetts Department of Correction, 2003). Although caucasian inmates make up the majority of incarcerated county inmates; their total population has declined by one-fourth (25%), since 1997. Between 1996-2002, the population of black inmates decreased by 20%. After significantly increasing 16% in 2001, the Hispanic inmate population declined 3% in 2002. (figure 30).

Figure 30.



Source: Massachusetts Department of Correction, 2003.

The "other" category also includes Native American, Asian, and other race categories.

State DOC Jurisdiction Population

On January 1, 2003, there were 9,223 criminally sentenced inmates incarcerated in Massachusetts Department of Correction (DOC) facilities, representing a 4% decline from the January 1, 2002 population of 9,610. Table 12 defines the location of the DOC jurisdiction population.¹³

¹³ The Massachusetts DOC *jurisdiction* population includes the Massachusetts DOC criminally sentenced population on January 1, 2002, and inmates serving time in correctional facilities outside of the DOC such as Massachusetts House of Correction, other states' correctional facilities, and the Federal Bureau of Prisons. (Massachusetts Department of Correction, 2002b).

Table 12. DOC Jurisdiction Population

Placement	Number of Inmates
DOC	8,742
County facilities	375
Federal or other states' correctional facilities	106
Total	9,223

Source: Massachusetts Department of Correction, 2004.

Person Offenses. On January 1, 2003, 49% of the DOC jurisdiction population had committed person offenses. Of that population, 32% were female and 50% were male. Women incarcerated for person offenses were serving time for manslaughter (14%), for murder second degree (12%), and for assault/assault and battery with a dangerous weapon (12%). Conversely, 22% of male inmates were serving time for armed robbery, 18% for first degree murder, and 16% for second degree murder.

Drug Offenses. Twenty-one percent of the DOC jurisdiction population were serving time for drug offenses on January 1, 2003. Mandatory offenses accounted for 73% of all drug offenses being served in the DOC (76% of male drug offenders versus 50% of female drug offenders). There is little disparity among the incarcerated population based on gender and drug offense, with the exception of trafficking. Fifty percent (50%) of men incarcerated for a drug offense were committed for trafficking drugs compared to 32% of women. An equal percentage of women and men were incarcerated for possession with intent to distribute (41% and 38%, respectively).

Sex Offenses. Seventeen percent (17%) of incarcerated persons were serving time for a sex offense, and 88% of sex offenders were serving time for a rape-related offense.¹⁴ Of the total number of females serving a sentence in a state correctional facility, 2% are incarcerated for a sex-related offense, compared to 18% of the male population.

Property Offenses. Next to “other” offenses, property offenses were the least common offense among the inmate population, representing only 9% of all crime types. Almost half (47%) of the property offenders were serving time for unarmed burglary/breaking and entering. Among the male population, this represented the most common property offense (53%). Of the female population incarcerated for a property offense (16%), 34% were serving time for larceny/stealing, followed by forgery and uttering (16%). It should be noted that these figures reflect a similar gender pattern among the county population.

“Other” Offenses. Only 4% of the DOC jurisdiction population was incarcerated for a miscellaneous offense not categorized as a person, sex, drug, or property offense. Of the 360 inmates serving time for an “other” offense, 27% were incarcerated for other weapon offenses (2% of females and 34% of males were incarcerated for an “other” weapon offense) and 25% for operating under the influence (OUI) of either drugs or alcohol (43% of females and 19% of males incarcerated for an “other” OUI offense). Of the female population serving time for an

¹⁴ The Massachusetts Statistical Analysis Center defines “Rape-related” as including rape, aggravated rape, rape and abuse of a child (statutory rape), and rape of a child with force.

offense within the “other” category, 17% were committed for prostitution, and 11% for other motor vehicle offenses.

State DOC Custody Population

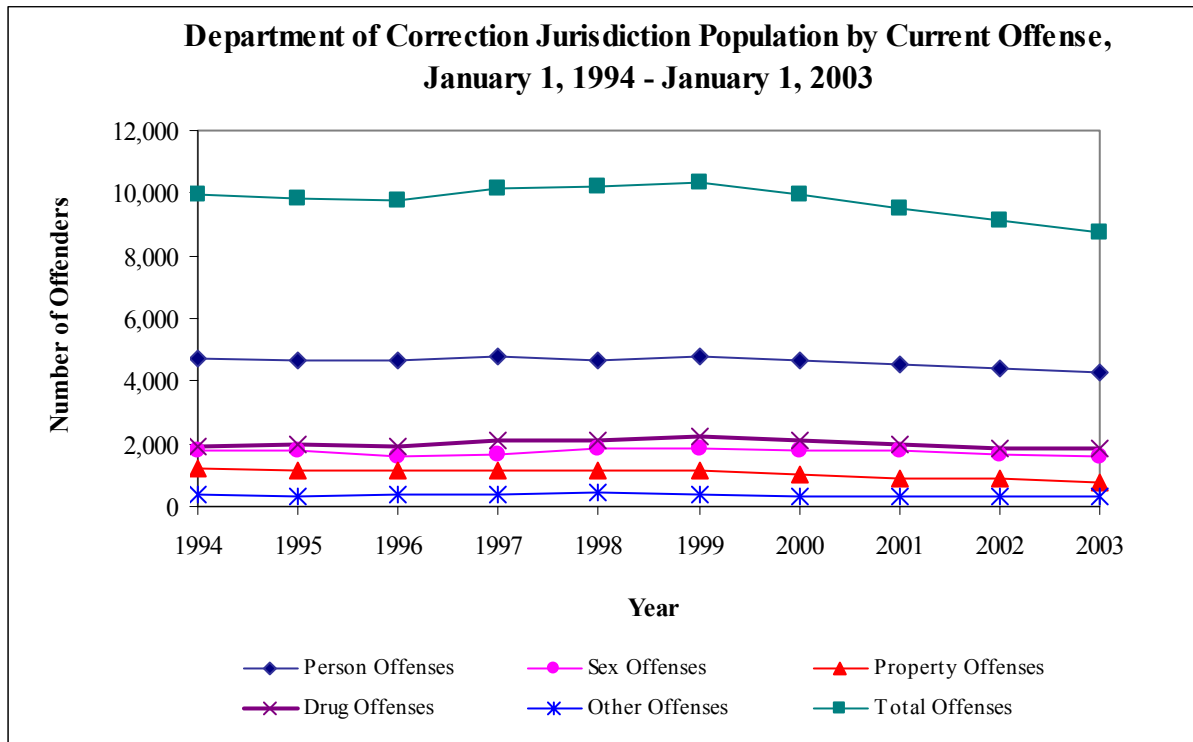
Of the 9,223 inmates, 95% (n=8,742) are currently serving out criminal sentences in a state DOC facility and comprise the DOC *custody* population¹⁵ (Massachusetts Department of Correction, 2004). The average age of incarcerated inmates was 36 years for females and 37 years for males, ranging in age from 17 to 87 years. From 1994-2003, the number of inmates aged 65 and older has steadily grown during the past decade, increasing from 61 to 158, an increase of 159%. In 2003, these older inmates comprised 2% of the DOC custody population. In contrast, the inmate population aged 19 and younger, which comprises 1% of the DOC custody population, has declined by 64% over the past decade (from 213 in 1994 to 77 in 2003). Of those inmates who reported their level of educational attainment, almost two-thirds (65%) did not graduate from high school. The statistics presented in the remainder of this section focus solely on the custody population.

Data as of January 1, 2003, indicate that the number of persons in DOC custody was at its lowest level this decade, and declined 4% since 2002. During the past ten years the most significant decline occurred for property offenses (36%), followed by sex offenses (11%). In 2003, except for “other” offenses, there was a decline in each offense category from the previous year, the most significant being for property offenses (14%).

Figures 31 and 32 provide the Massachusetts DOC custody population according to offense category across the past decade.

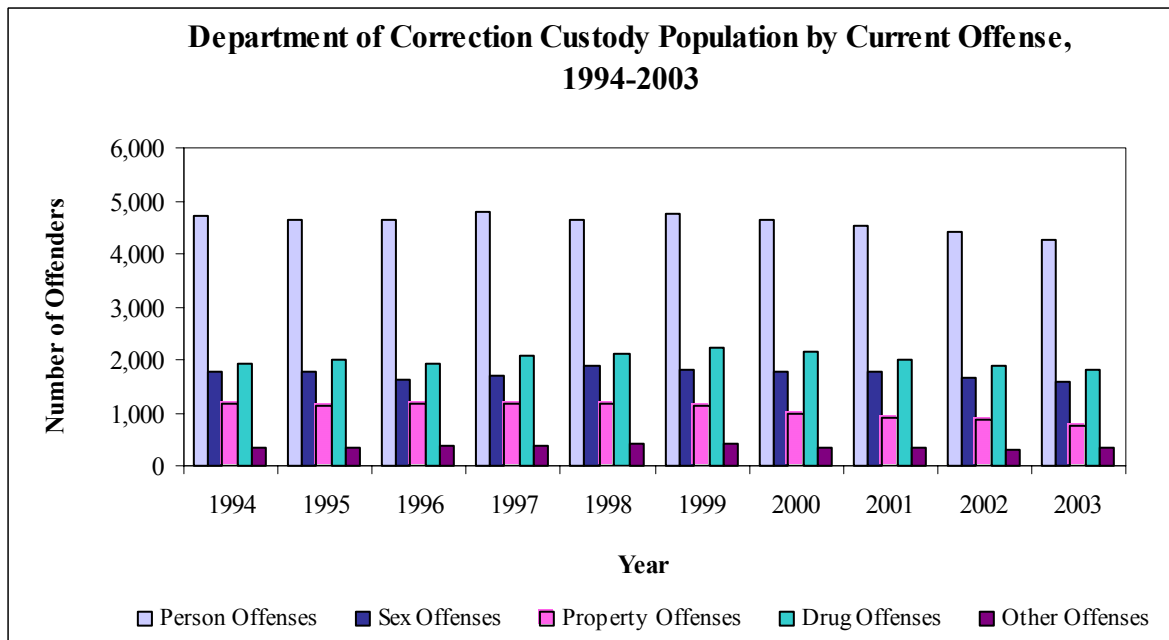
¹⁵ Different from the jurisdiction population, the DOC *custody* population includes criminally sentenced inmates in DOC facilities *only* (Massachusetts Department of Correction, 2004).

Figure 31.



Source: Massachusetts Department of Correction, 2004.

Figure 32.



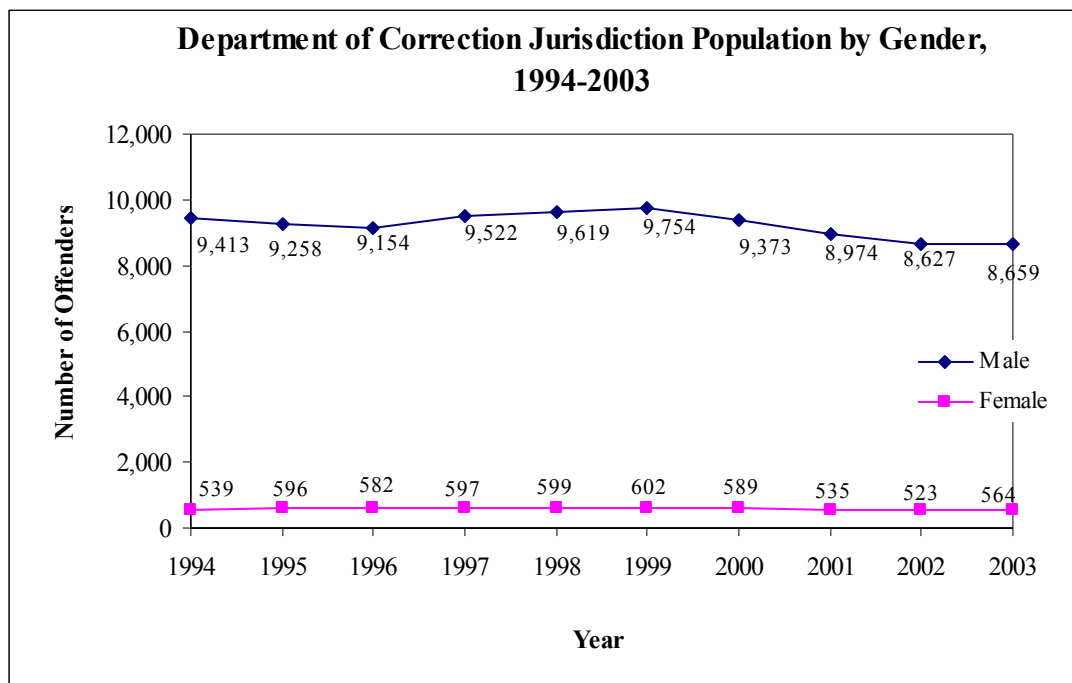
Source: Massachusetts Department of Correction, 2004.

Gender Distribution Among State Inmates

On January 1, 2003, men represented 94% of the total population, and women represented 6%. Analyzing a ten year trend, since 1994, the number of incarcerated females increased 2%,

compared with a 13% decline for males. However, after a peak in 1999, the female custody population has consistently decreased, representing an overall 16% reduction (figure 33).

Figure 33.

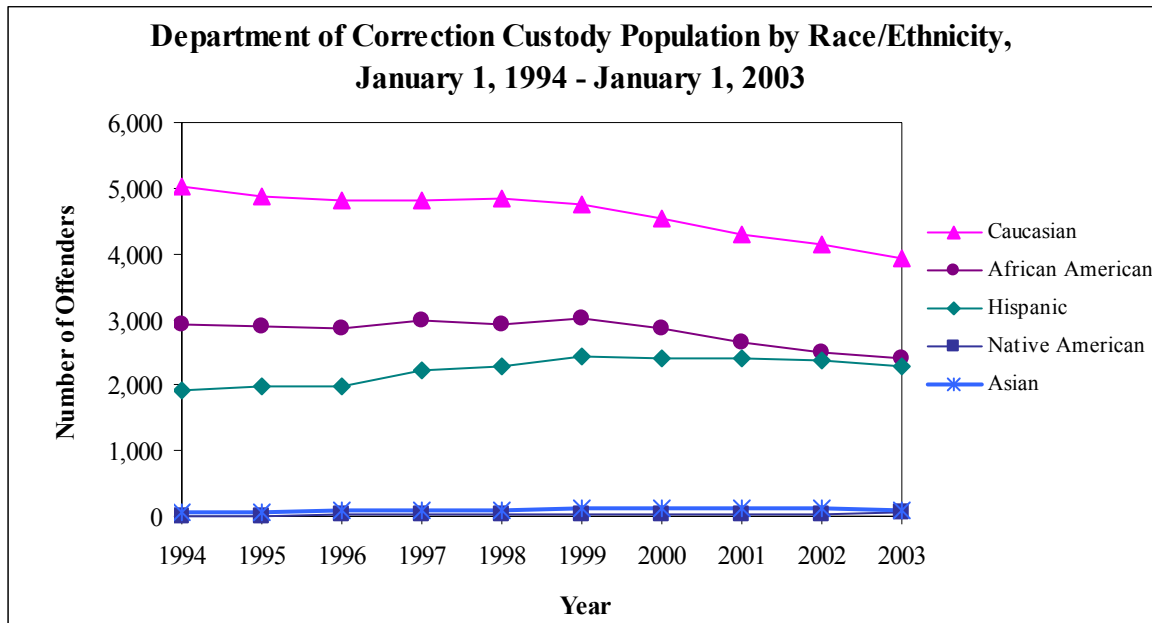


Source: Massachusetts Department of Correction, 2004.

Race/Ethnicity Distribution Among State Inmates

The racial composition of inmates serving time in the custody of a DOC facility has changed slightly during the decade. Following a peak in 1994, the percentage of Caucasian inmates has declined from 51% to 45% in 2003. Though representing only 1% of the population in custody, the number of Asian inmates has increased from 65 to 96 or 48% in 2003. However, compared with other races, the Asian inmate population showed the most significant decline (14%). While the African American population continues to be the second largest racial group among incarcerated offenders, representing 27% of the total population, their total population numbers declined 18% from 1994 to 2003. From 1993-2003, the percentage of Hispanic inmates in DOC custody increased from 19% to 26% (Massachusetts Department of Correction, 2004). Figure 34 presents the trends in the racial composition of incarcerated inmates.

Figure 34.



Source: Massachusetts Department of Correction, 2004.

Sentencing Distribution Among State Inmates

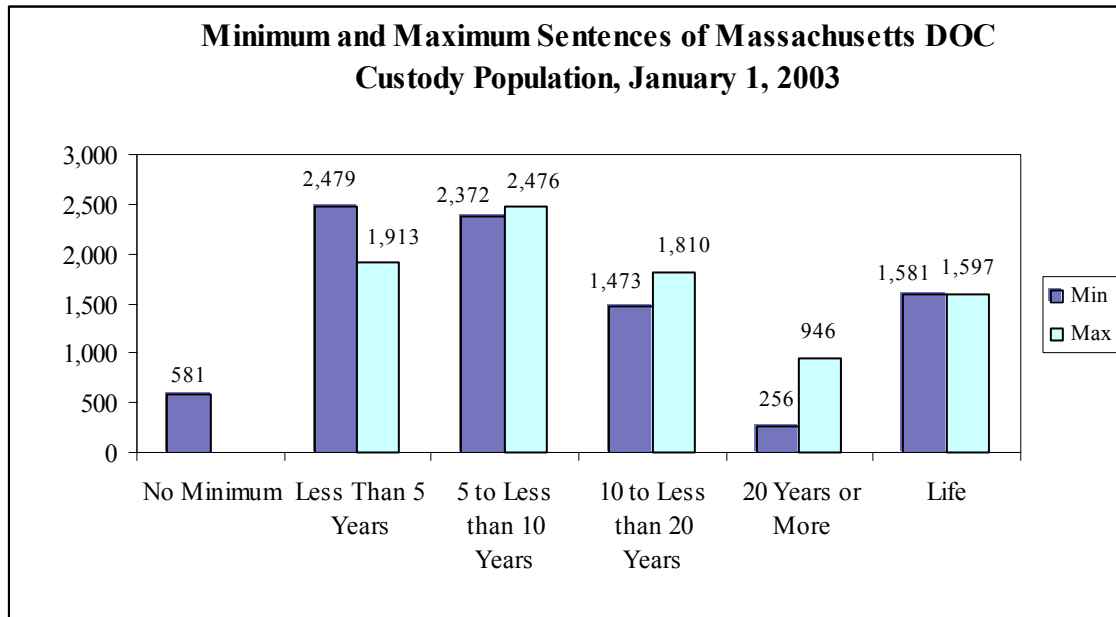
Under the “Truth in Sentencing Law”,¹⁶ most Massachusetts state sentences have a minimum and a maximum term. Sentences that do not have a minimum term include house of correction or reformatory sentences, as well as out of state or federal sentences. The minimum term is used to determine parole eligibility, and the maximum term is used to determine the discharge date.

Minimum Sentences. In 2003, 30% of inmates who received a minimum sentence in Massachusetts Department of Correction custody were serving a minimum sentence of less than five years, and reflects a mere increase of 1% from the prior year. Twenty-nine percent of the inmates were serving a minimum sentence between five to ten years. The number of inmates who received a minimum sentence of five to ten years declined 4% from 2002 to 2003. Inmates serving a life sentence increased from 1,095 to 1,581 or 44% over the 1994-2003 period.

Maximum Sentences. On January 1, 2003, 22% of inmates in custody were serving a maximum sentence of less than five years. Maximum sentences of five to less than ten years were represented in over a quarter of inmates (28%). Figure 35 details the minimum and maximum sentences received by DOC custody population in 2003.

¹⁶ On January 12, 1994, the Governor signed into law an Act to Promote the Effective Management of the Criminal Justice System, St. 1993, Ch. 432, commonly known as the “Truth in Sentencing” Law (Massachusetts Department of Correction, 2002b).

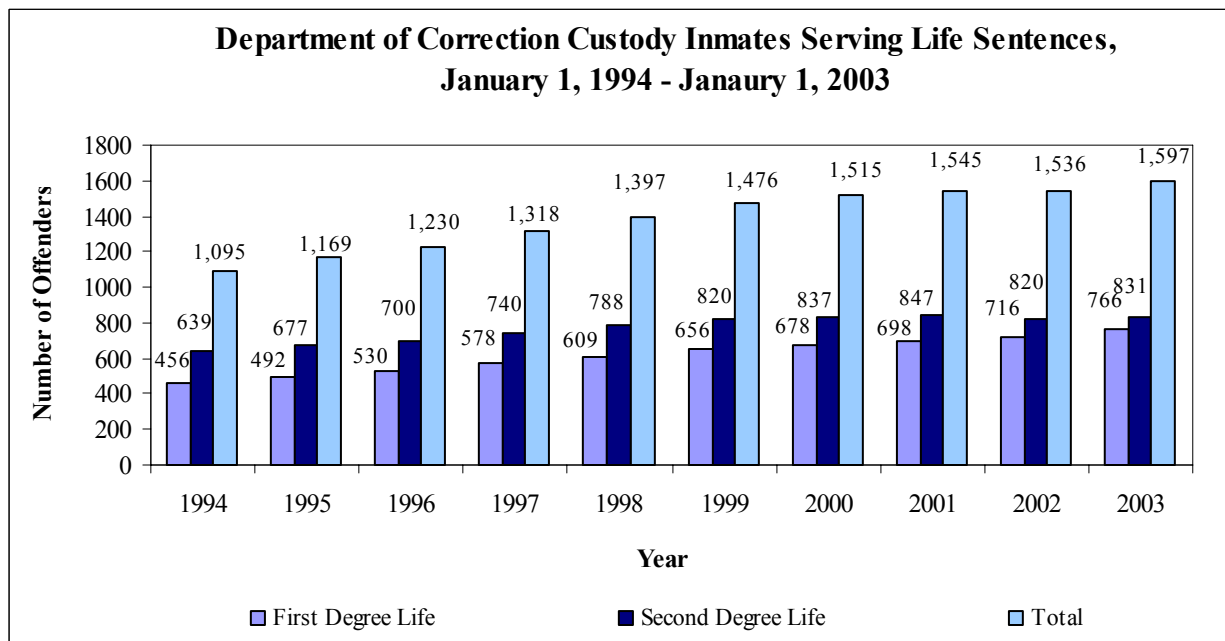
Figure 35.



Source: Massachusetts Department of Correction, 2004.
Please note that "No Minimum" does not apply for maximum sentencing.

Life Sentences. As shown in figure 36, the number of first and second-degree life sentences being served January 1 from 1993 to 2000, reflect a 46% increase. Of the 1,597 inmates serving a life sentence, 48% were serving a first-degree life sentence, and 52% were serving a second-degree life sentence. The percentage of inmates serving a life sentence at DOC rose from 11% in to 18% over the 1994-2003 period.

Figure 36.



Source: Massachusetts Department of Correction, 2004.

2002 Court Commitments to the Massachusetts DOC

In 2002, the total number of new court commitments to the Massachusetts Department of Correction was 2,548, an increase of 13% from 2001. Of the new commitments, males and females accounted for 61% and 39%, respectively. Females represent a steady increase in the proportion of court commitment; up from 26% in 1993. Ninety-nine percent (99%) of the males received a State Prison sentence and 1% received a House of Correction sentence. Conversely, 8% of the female court commitments received a State Prison sentence and 92% received a House of Correction sentence (2004). For violent offenses (person and sex), males accounted for 51% of new court commitments compared with 15% for female commitments (table 13 and figure 37).

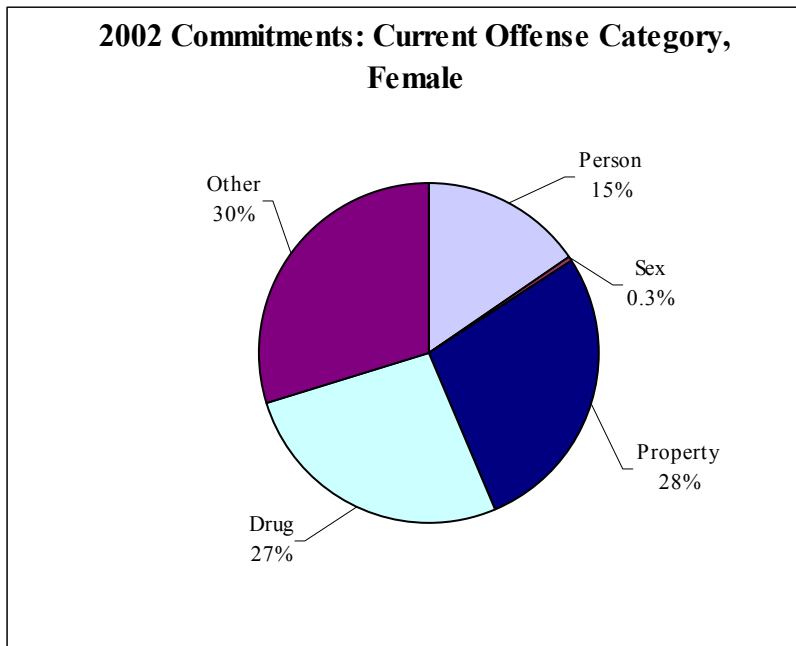
Table 13 . DOC 2002 Court Commitments by Current Offense* Category and Gender

	Female	Male	Total
Person	152	628	780
Sex	3	178	181
Property	274	160	434
Drug	260	514	774
Other	292	87	379
Total	981	1,567	2,548

Source: Massachusetts Department of Correction, 2004.

*Individuals may be incarcerated for multiple offenses. The offense reported is associated with the longest maximum discharge date.

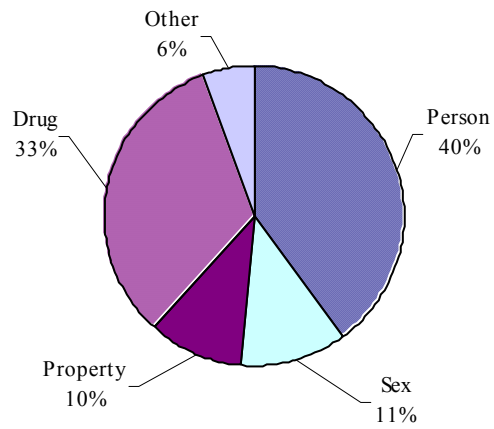
Figure 37.



Source: Massachusetts Department of Correction, 2004.

Figure 38.

**2002 Commitments: Current Offense Category,
Male**



Source: Massachusetts Department of Correction, 2004.

State DOC Recidivism Rates

According to the *Recidivism of 1997 Released Department of Correction Inmates* report, a total of 2,961 inmates were released from the DOC in 1997.¹⁷ DOC release data show that 1,033 inmates were paroled and 1,928 inmates were released at the expiration of their sentence. Three percent (3%) were released from a maximum security level facility, while the largest percentage (56%) was released from a medium security level institution. Two thirds (68%) of released inmates were single, and 42% were incarcerated for less than one year. Of those inmates released, 35% were sentenced for a person offense, 23% for a drug offense, and 18% for a property offense.

State DOC Recidivism Rates Re-incarceration Three Years Post-Release

Of the 1,226 inmates who recidivated within three years post-release, 77% were male and 23% were female. Of the 950 males who recidivated within the three-year period, 59% received a new court commitment, 35% were returned for a parole violation, and 6% were committed for a probation violation. Forty-seven percent (47%) of the 440 recidivist returning in the first year had violated parole guidelines. Table 14 illustrates the distribution of types of returns for male recidivists who returned within the three-year follow-up period (Massachusetts Department of Correction, July 2003).

Table 14. Type of Return, Male Recidivist, Three Year Follow-up Period

Type of Return	1 st Year		2 nd Year		3 rd Year		Total	
	N	%	N	%	N	%	N	%
Parole Violation-Technical	139	32%	41	13%	17	9%	197	21%
Parole Violation New Arrest	67	15%	52	16%	17	9%	136	14%
Commitment-HOC	138	31%	164	50%	107	59%	409	43%
Commitment-DOC	77	18%	46	14%	29	16%	152	16%
Probation Violation-Technical	1	0%	2	1%	0	0%	3	0%
Probation Violation New Arrest	18	4%	23	7%	12	7%	53	6%
Total	440	100%	328	100%	182	100%	950	100%

Source: Massachusetts Department of Correction, 2003.

The largest percentage of female recidivists, who returned within the three-year follow-up period, returned as a DOC commitment (60%) (Massachusetts Department of Correction, July 2003). The largest majority of females, who returned each year of the follow-up period, were returned as a new court commitment. During the first year of the follow-up period over one quarter (28%) of females inmates were returned for a violation of parole.

¹⁷First, a recidivist is any inmate released to the street from the Department of Correction in a given year, who was re-incarcerated in a Massachusetts state or county facility, or to a federal facility within three years of their release to the street. Second, a recidivist is any inmate released to the street from the Department of Correction in a given year, who is re-convicted within years of their release to the street. Third, a recidivist is any inmate released to the street from the Massachusetts Department of Correction in a given year, who is re-incarcerated in a Massachusetts state or county facility, or to a federal facility, or re-convicted within three years of their release to the street (Massachusetts Department of Correction, Research and Planning Division, July 2003:2).

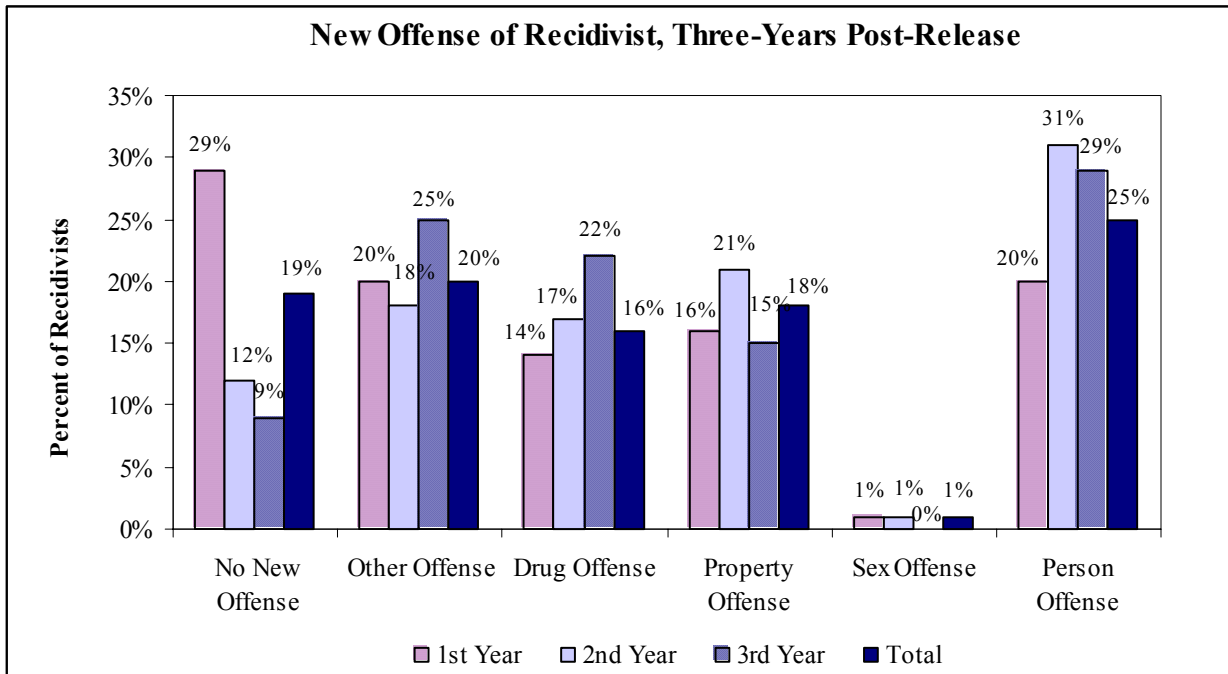
Table 15. Type of Return, Female Recidivist, Three Year Follow-up Period

Type of Return	1st Year		2nd Year		3rd Year		Total	
	N	%	N	%	N	%	N	%
Parole Violation-Technical	30	20%	2	3%	2	4%	34	12%
Parole Violation New Arrest	12	8%	1	1%	1	2%	14	5%
Commitment-HOC	14	9%	10	14%	6	12%	30	11%
Commitment-DOC	79	52%	49	66%	38	78%	166	60%
Probation Violation-Technical	2	1%	2	3%	1	2%	5	2%
Probation Violation New Arrest	16	10%	10	14%	1	2%	27	10%
Total	153	100%	74	100%	49	100%	276	100%

Source: Massachusetts Department of Correction, 2003.

Of the 1,226 inmates who recidivated during the three-year follow-up period, 48% (n=590) returned to custody within one year of their release date. Of the 1,226 recidivists who returned within three years post-release, 239 were returned for a technical violation of parole or probation which did not involve a new arrest. Eighty-one percent (n=987) of recidivists had a return that involved a new offense. During the first-year post-release a total of 593 inmates were recidivists. The largest percentage of inmates who returned during the first year were for a technical violation of parole or probation (29%), which did not entail a new arrest. Of the remaining 421 inmates who had a new offense, the “Other” offense category and person offense category represented the largest percentage of returns (Table 15). Of the 402 inmates who were re-incarcerated during the second year post-release, 31% were returned for a person offense, 21% for a property offense, 18% for an “other” offense, and 17% for a drug offense. Twelve percent (12%) of the inmates returned for a technical violation and did not have new offense. During the third year post-release a total of 231 inmates were returned as a result of new offense; the largest percentage being returned was for a person offense (29%). (Massachusetts Department of Correction, July 2003).

Figure 39.

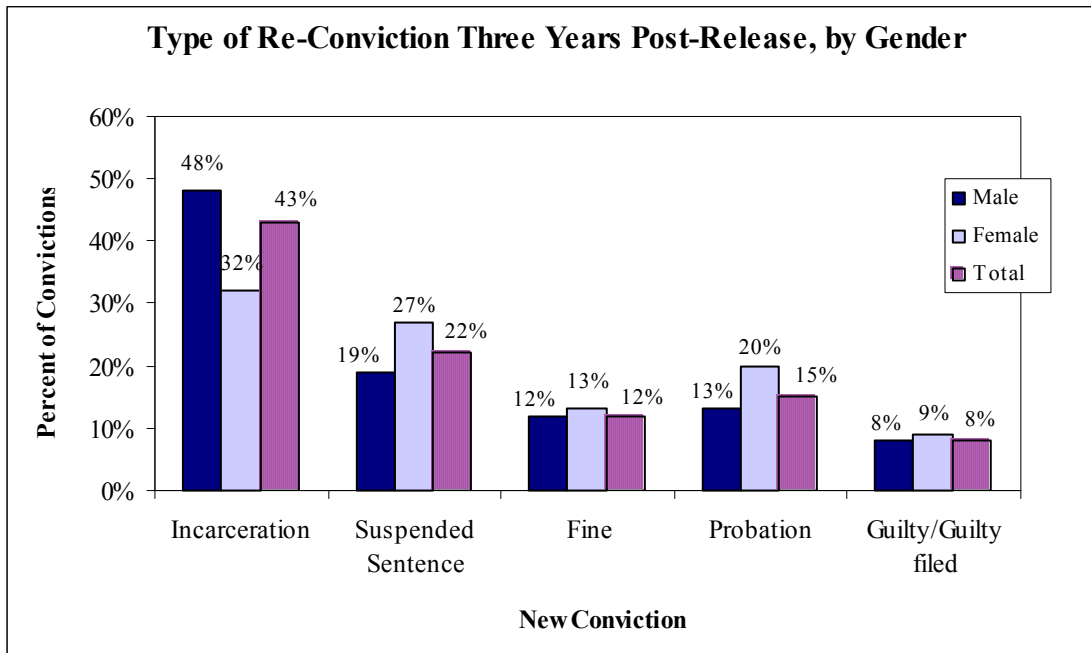


Source: Massachusetts Department of Correction, 2003.

State DOC Recidivism Rates Re-convicted Inmates, Three Years Post-Release

Of the 2,961 inmates examined for the three-year follow-up period, 1,419 received a new conviction, and comprised 71% males and 29% females (Massachusetts Department of Correction, July 2003). Of the total number of inmates who received a new conviction, 43% (n=613) were re-incarcerated within the three-year period following their release from prison (Figure 40).

Figure 40.



Source: Massachusetts Department of Correction, 2003.

Of the 1,012 male inmates that had a new conviction within three-years of post-release, 48% were incarcerated, 19% received a suspended sentence, 12% received a fine, 13% received probation, and 8% received guilty or guilty filed (table 16).

Table 16. Type of Re-conviction, Male Recidivist, Three Years Post-Release

Re-conviction	1 st Year		2 nd Year		3 rd Year		Total	
	N	Rate	N	Rate	N	Rate	N	Rate
Incarceration	174	47%	200	49%	110	46%	484	48%
Suspended Sentence	72	20%	80	20%	44	19%	196	19%
Fine	50	14%	48	12%	22	9%	120	12%
Probation	43	12%	45	11%	41	17%	129	13%
Guilty/Guilty Filed	28	8%	35	9%	20	8%	83	8%
Total	367	100%	408	100%	237	100%	1,012	100%

Source: Massachusetts Department of Correction, 2003.

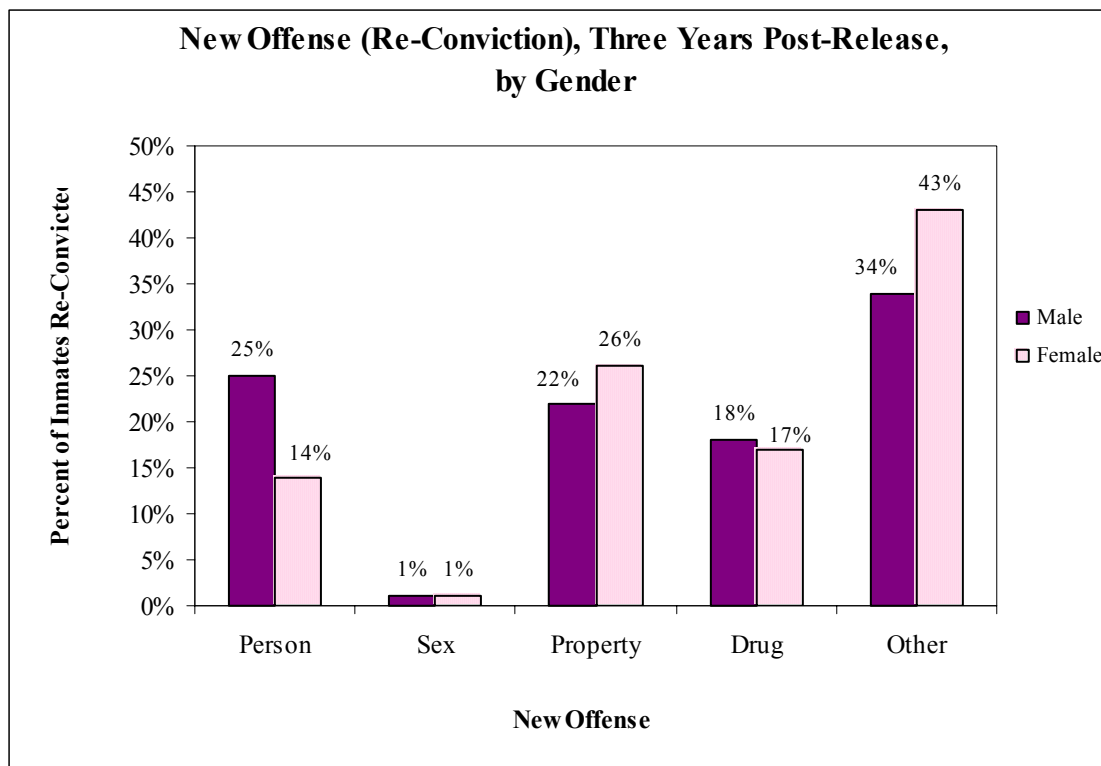
During the three-year post-release period, females comprised 29% of the total number of inmates (n=407) who received a new conviction. Of those females, 32% were incarcerated, 27% received a suspended sentence, 20% received probation, 13% received a fine, and 9% received a guilty or guilty filed (table 17).

Table 17. Type of Re-conviction, Female Recidivist, Three Years Post-Release

Re-conviction	1 st Year		2 nd Year		3 rd Year		Total	
	N	Rate	N	Rate	N	Rate	N	Rate
Incarceration	70	35%	42	29%	17	27%	129	32%
Suspended Sentence	52	26%	41	28%	17	27%	110	27%
Fine	24	12%	18	13%	9	14%	51	13%
Probation	37	19%	29	20%	16	25%	82	20%
Guilty/Guilty Filed	16	8%	14	10%	5	8%	35	9%
Total	199	100%	144	100%	64	100%	407	100%

Source: Massachusetts Department of Correction, 2003.

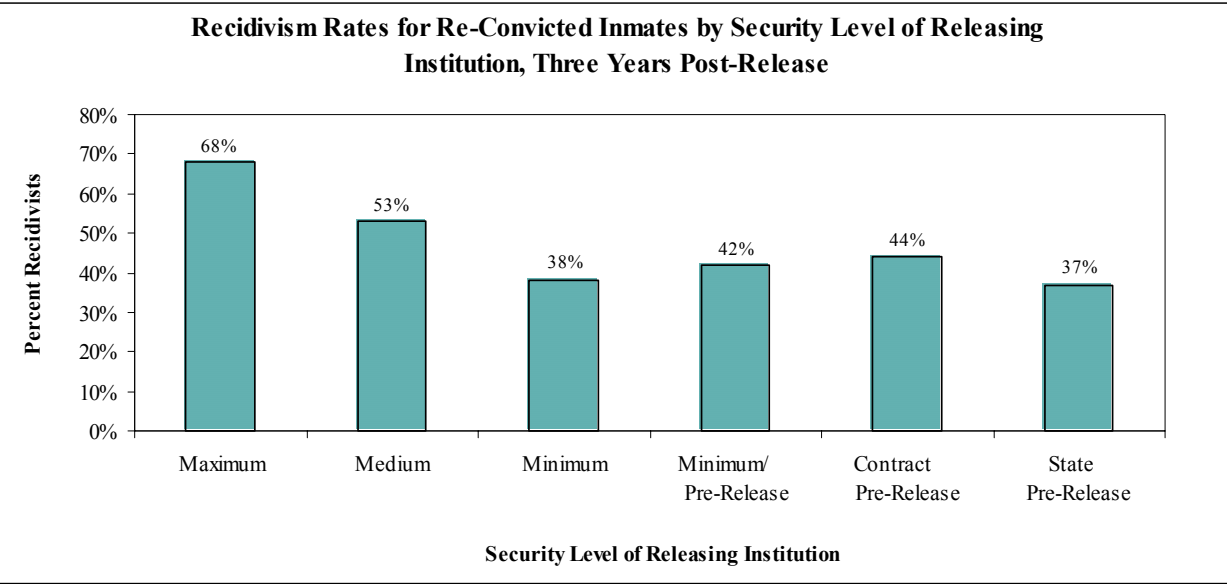
Of the 1,419 inmates re-convicted of a new offense during the three years post-release, 37% were re-convicted for an “Other” offense, 23% for a property offense, 21% for a person offense, 18% for a drug offense, and 1% for a sex offense. “Other” offenses was the leading cause for reconvictions among males (34%) and females (43%) (figure 41).

Figure 41.

Source: Massachusetts Department of Correction, 2003.

Upon reviewing the three-year post-release period for these 2,961 inmates, those who were released from lower security levels had the lowest recidivism rates (figure 42).

Figure 42.



Source: Massachusetts Department of Correction, 2003.

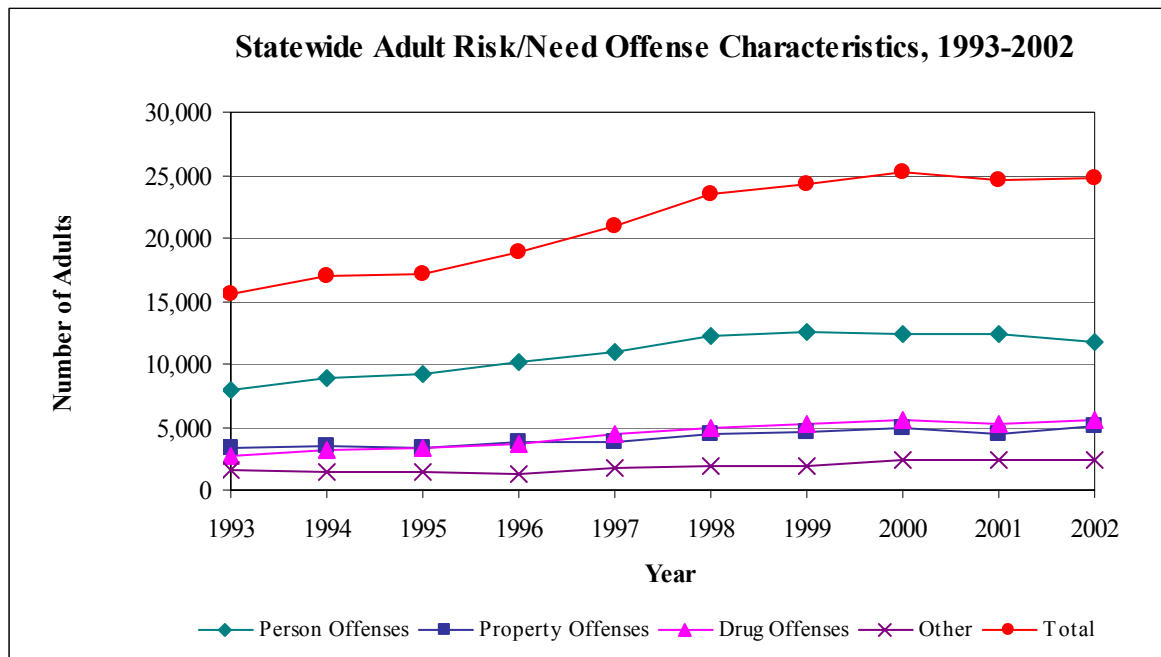
Adult Probation

Probation is a court-ordered sanction received by a person convicted of a crime. Probation allows the offender to remain in the community under the strict supervision of a probation officer. Massachusetts is the birthplace of probation; in 1878, probation officially became part of the Massachusetts court system.

The Office of the Commissioner of Probation (OCP) serves as the central administrative office for the state Probation Service and the Office of Community Corrections. The Massachusetts Probation Service, which works in conjunction with the Massachusetts Trial Court, has 12 Superior Court, 70 District Court and 12 Probate & Family Court probation offices throughout the Commonwealth. The Office of Community Corrections is responsible for the operation and administration of 23 Community Corrections Centers throughout the state.

In Fiscal Year 2001, the Massachusetts Supreme Judicial Court reported 24,797 adults under probation supervision, representing a slight 0.9% increase from Fiscal Year 2001 (table 18). Despite the minimal changes in the number of those under probation supervision, large changes were seen in the types of offense characteristics. The largest increase was for property offenses (12%), followed by drug offenses (6%) and “Other” offenses (3%). As reported by the Office of the Commissioner of Probation, the percentage of adults (male and female) on probation increased 59% from 1993 to 2002 (figure 43). This increase is attributed to the significant rise of adult probation sentences for drug offenses (105%), followed by “Other” offenses (56%).

Figure 43.



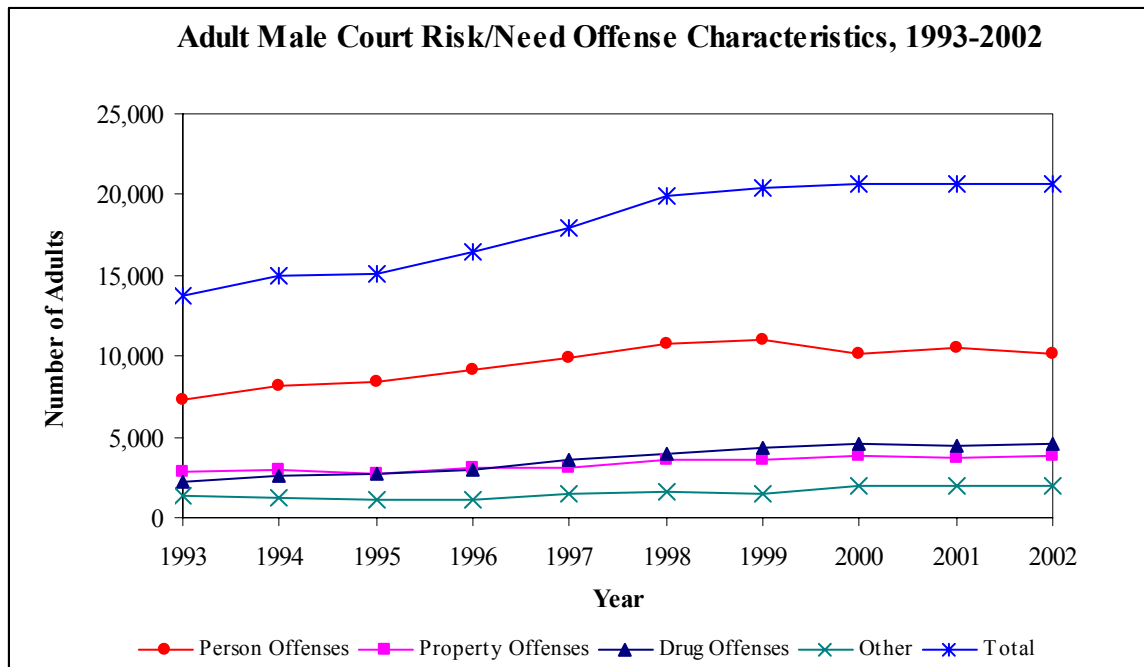
Source: Massachusetts Office of the Commissioner of Probation, 2004

Table 18. Statewide Adult Risk/Need Offense Characteristics, 1993-2002

Offense Characteristics	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Number	15,592	16,988	17,196	18,942	20,954	23,557	24,284	25,221	24,570	24,797
Person Offenses	50.9%	52.0%	53.4%	54.0%	52.0%	52.0%	51.6%	49.1%	48.9%	47.3%
Property Offenses	21.7%	20.7%	19.4%	20.0%	18.0%	19.0%	18.8%	19.6%	19.5%	20.4%
Drug Offenses	17.6%	18.6%	19.3%	20.0%	21.0%	21.0%	21.8%	22.0%	22.1%	22.6%
Other Offenses	9.9%	8.6%	7.9%	8.0%	8.0%	8.0%	7.8%	9.2%	9.5%	9.7%

Source: Massachusetts Office of the Commissioner of Probation, 2004

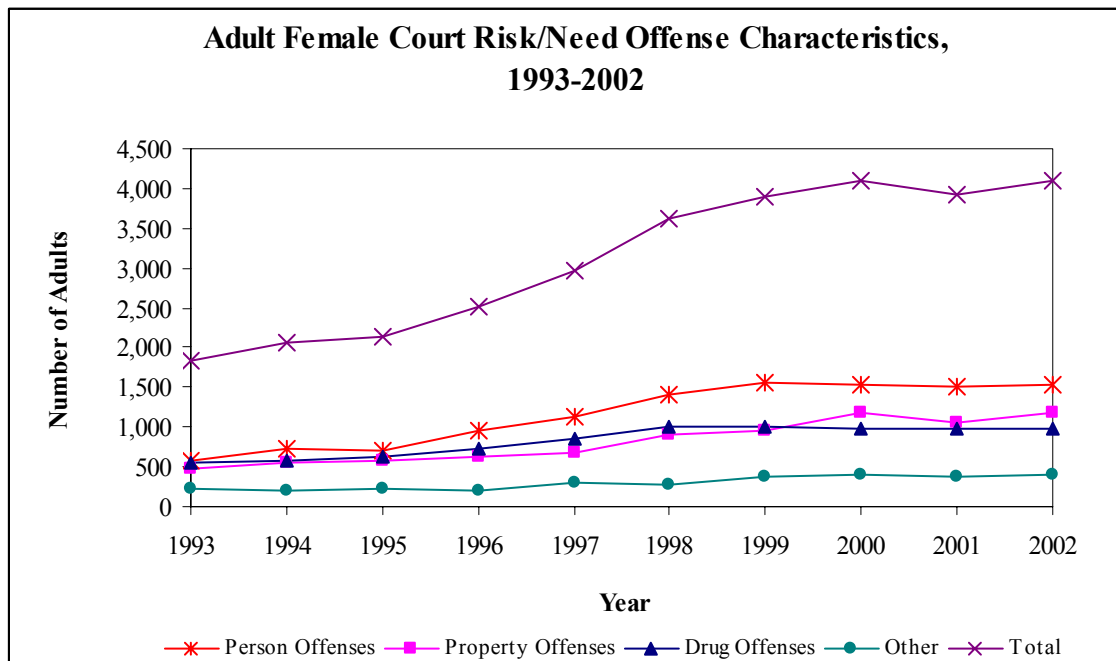
Although the percentage of adult males receiving probation increased 50% between 1993 and 2002, there was no significant increase in 2002 from the previous year. Between 1993 and 2002, the majority of crimes committed by adult male probationers were offenses against persons, averaging more than half (53%) of the total crimes committed. Simultaneously, between 1993 and 2002, sentences for property offenses increased by 34% among the male probation population. In 2002, 49% of male probationers had been sentenced for offenses against persons, representing a 39% increase from 1993, but a 3% decline from 2001. Since dipping to its lowest level (16%) in 1993, the percentage of adult males on probation for drug offenses has steadily increased. In 2002, 1 in 5 (22%) adult males were serving a probation sentence for drug offenses, a 110% increase from 1993 (figure 44).

Figure 44.

Source: Massachusetts Office of the Commissioner of Probation, 2004

The number of adult females on probation increased 124% from 1993 to 2002, and increased 5% since 2001. Since 1993, the majority of females on probation were sentenced for offenses against a person. The percentage of females on probation for offenses against a person increased from 32% 38% for the 1993-2002 period. Between 2001-2002, females on probation for offenses against the person remained somewhat stable, slightly increasing 2%. In 2001, the percentage of adult females on probation for property offenses was at its lowest level in the past decade (20%); however, these rates increased by 11% in 2002. Although females receiving probation for drug-related offenses increase 83% from 1993 to 2002, there was no significant change from 2001 (figure 45).

Figure 45.

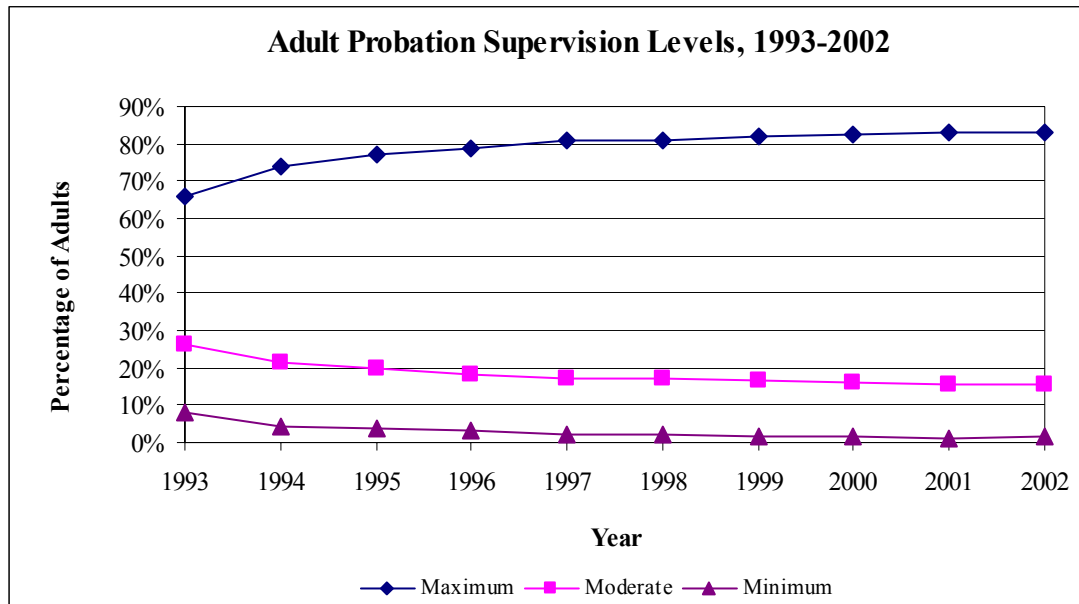


Source: Massachusetts Office of the Commissioner of Probation, 2004

The Office of the Commissioner of Probation provides data on probation levels to which adults are assigned. The different levels indicate the frequency of contact that adults will receive with their probation officer. Maximum level probationers must meet with a probation officer every 2 weeks, moderate level probationers are required to meet with a probation officer every 30 days, and minimum level probationers have to meet with a probation officer every 90 days.

An examination of the data indicates the number of adult probationers with a maximum level of supervision has increased 100% in the years 1993 to 2002, (10,275 in 1993 to 20,541 in 2002). Simultaneously, the moderate and minimum levels of probation both decreased 80%. The percentage of adults on probation with a moderate level of supervision decreased from the 1993 level of 26% to 16% in 2002. The percentage of adults on probation with a minimum level of supervision decreased from 8% in 1992 to 2% in 2002 (figure 46).

Figure 46.



Source: Massachusetts Office of the Commissioner of Probation, 2004

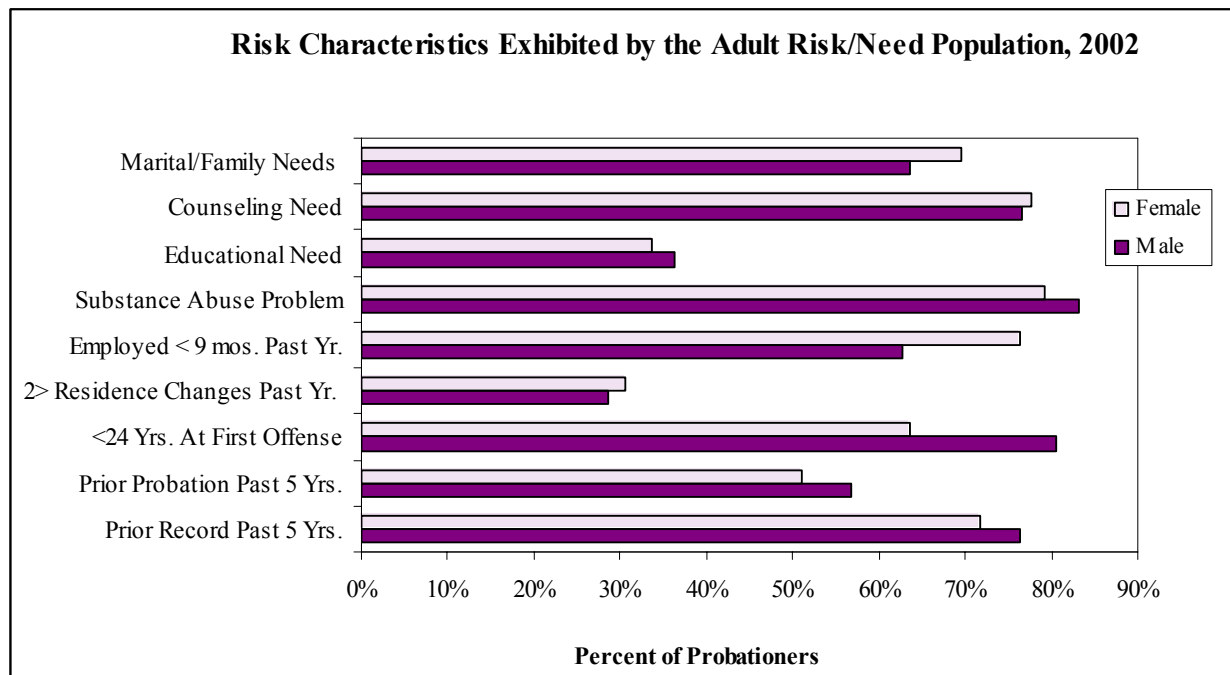
The adult risk/need population has exhibited many of the behavioral dynamics that have been identified as contributing to the escalation of criminal behavior. Over three-fourths (76%) of males and 72% of females had a prior criminal record within the past five years (table 19). Four out of 5 male probationers (81%) and over half (64%) of female probationers were under the age of 24 years when they committed their first offense. Male and female probationers exhibited a similar degree of problems with marital/family needs and substance abuse problems. Female probationers were more likely than males to report a poor employment history. An overwhelming percentage (77%) of the male and female risk/need population also demonstrates a similar need for counseling (figure 47) (Massachusetts Office of the Commissioner of Probation, 2004).

Table 19. Problems Exhibited by the Adult Risk/Need Population, 2000

Gender of Probationer	Prior Record Within the Past 5 Years	<24 Years Old at First Offense	Marital/Family Problems	Substance Abuse Problem	Employment <9 Months Last Year	Counseling Need
Male	76.3%	80.5%	63.7%	83.2%	62.7%	76.5%
Female	71.8%	63.6%	69.5%	79.2%	76.4%	77.6%

Source: Massachusetts Office of the Commissioner of Probation, 2004

Figure 47.



Source: Massachusetts Office of the Commissioner of Probation, 2004

Health and Well Being

Domestic Violence and Abuse

Domestic violence is an ongoing social problem demanding the continued attention of both criminal justice and public health professionals. Available domestic violence data provides limited information on the nature and extent of domestic violence incidents. Further, as many incidents of interpersonal violence are not reported to criminal justice or victim service agencies, the available data significantly underscores the volume of actual domestic violence victimization.

Data analyzed from the 1999 Behavioral Risk Factor Surveillance System (BRFSS) indicate that “[f]ive percent of women aged 18 to 59 reported intimate partner abuse in the past year. Black women, women with lower levels of education and income, and women unable to work were much more likely to have reported intimate partner abuse in the past year” (Massachusetts Department of Public Health, 2001). Additionally, compared to non-disabled women, women with disabilities were found to have a three times greater risk of experiencing intimate partner violence.

According to data reported by over half of the Massachusetts police departments to the National Incident-Based Reporting System (NIBRS) in 2002, aggravated and simple assaults accounted for 86% of reported offenses committed by an intimate partner. While the majority of victims of intimate partner and “other family member” violence are women, approximately 25% of all reported victims are male (table 20).

Table 20. Victims of Intimate Partner Violence by Offense and Sex in Massachusetts, 2002

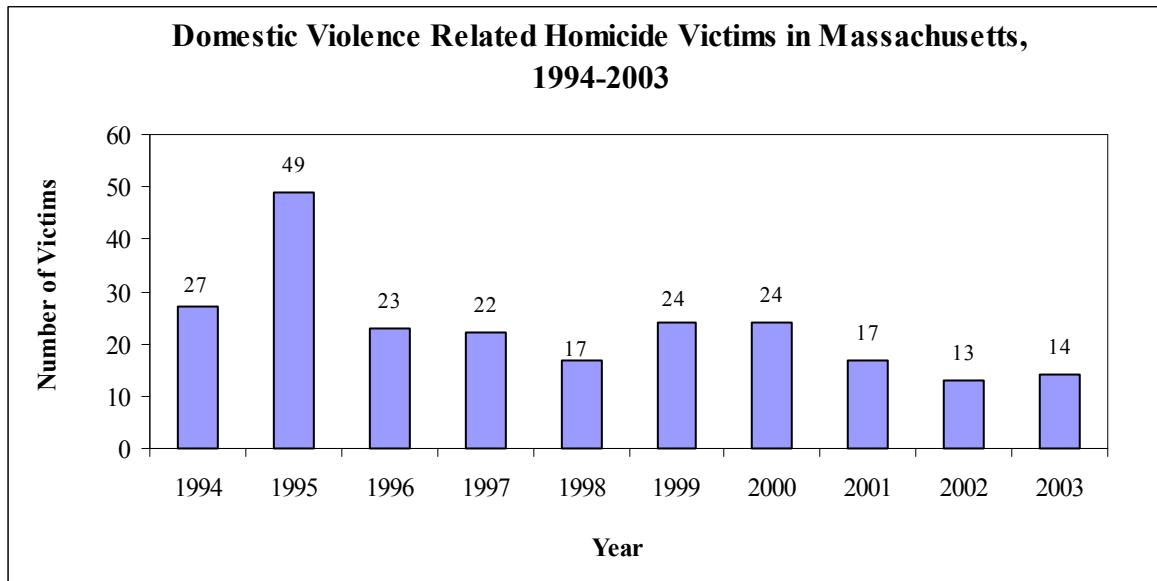
	Female Victim		Male Victim		Total M/F
	Intimate Partner	Other Family Member	Intimate Partner	Other Family Member	
Murder and Non-negligent Manslaughter	5	2	2	5	14
Forcible Rape	119	125	3	1	248
Forcible Sodomy	5	11	1	73	90
Sexual Assault With An Object	3	8	0	5	16
Forcible Fondling	12	59	1	22	94
Aggravated Assault	1,751	827	563	703	3,844
Simple Assault	6,312	2,315	1,120	1,492	11,239
Intimidation	1,077	388	223	238	1,926
Total	9,284	3,735	1,913	2,539	17,471

Source: Massachusetts State Police Crime Reporting Unit, 2003.

Homicides

According to the Massachusetts Office for Victim Assistance (2004), 230 individuals were murdered in Massachusetts during domestic incidents between 1994 and 2003; however, the number of deaths resulting from intimate partner violence has declined 71% from a peak in 1995 (figure 48).

Figure 48.



Source: Massachusetts Office of Victim Assistance, (2004)

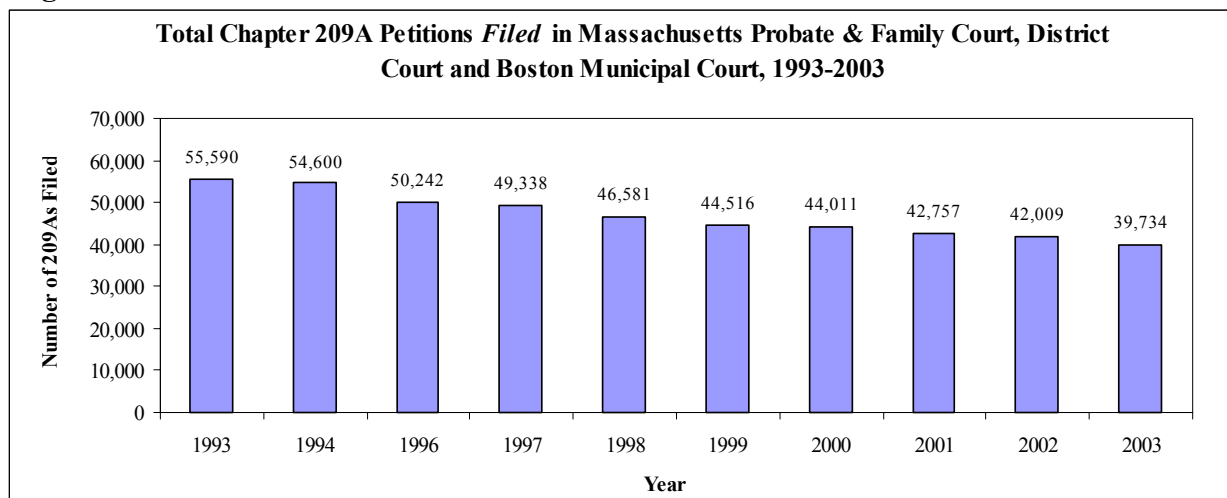
Gay and Lesbian Relationships

Violence by an intimate partner is not limited to heterosexual relationships, but also occurs between gay and lesbian couples. In Massachusetts, the Network for Battered Lesbians and Bisexual Women reports that between 25-30% of women in same-sex relationships experience domestic violence. Similarly, the Gay Men's Domestic Violence Project estimates that 1 in 4 gay men experienced domestic violence in a relationship (Executive Office of Health and Human Services, June 2001).

Restraining Orders Filed and Issued

Victims can request that a restraining order be placed on perpetrators of domestic violence, ordering that the perpetrator not come into contact with the victim. During Fiscal Year 2003, 39,734 restraining orders (209A petitions) were *filed* in Massachusetts, declining by 5% over the prior fiscal year (Massachusetts Supreme Judicial Court, 2004). Over the past decade, the number of restraining orders *filed* in the Massachusetts court system peaked in 1993 at 55,590. Since that time, 209A petitions have continued to decline, where the 2003 number decreased 29% compared to 1993. Figure 49 illustrates the ten-year trend of the number of 209A petitions *filed*.

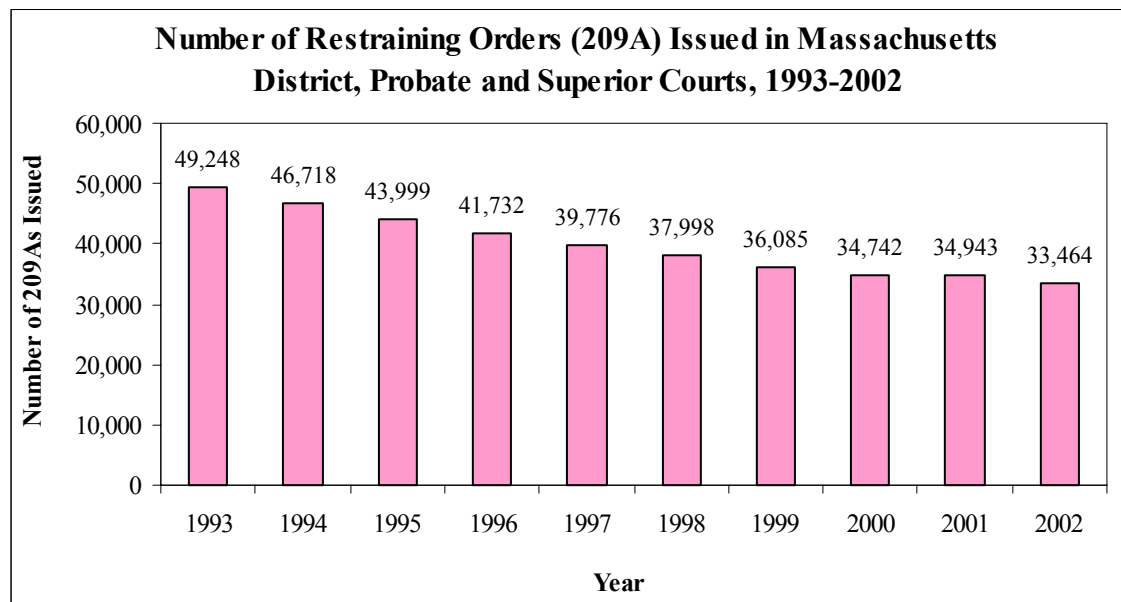
Figure 49.



Source: Massachusetts Supreme Judicial Court, FY92 – FY02.

Of all the 209A petitions filed, restraining orders are only granted to those cases that show sufficient cause or need. According to the Massachusetts Office of the Commissioner of Probation (2002), 28,169 restraining orders were *issued* in District Courts during the 2002 calendar year, representing 80% of those filed. There were 32% fewer restraining orders *issued* in Massachusetts in 2002 compared to the peak in 1993 (figure 50).

Figure 50.



Source: Massachusetts Office of the Commissioner of Probation, 2002.

SAFEPLAN

SAFEPLAN (Safety Assistance For Every Person Leaving Abuse Now), a domestic violence civil court advocacy program, provides assistance to victims of domestic violence who are seeking a civil protective order. Advocates work with social services and other agencies to support victims seeking violence intervention and protection from their abusers. Court-based SAFEPLAN advocates in eight Massachusetts counties assisted 9,176 victims during calendar year 2002. Table 21 illustrates the number of services rendered to domestic violence victims.

Table 21. SAFEPLAN Services Rendered, 2001-2002

Type of Service	Number of Clients		% Change 01-02
	2002	2003	
Ex-parte hearing¹	6,481	6,248	34.0%
10-day hearing²	3,926	3,831	30.3%
EJR³	1,452	1,628	39.3%
Extension⁴	2,000	1,984	38.2%
Vacate⁵	642	730	-9.1%

Source: Massachusetts Office for Victim Assistance (February 2002 & February 2003).

¹Hearing to obtain a temporary restraining order (209A).

²Hearing to obtain a permanent 209A.

³Emergency Judicial Response. SAFEPLAN assistance during non-court hours.

⁴Extension of a protective order beyond one year.

⁵Withdrawal of protective order by victim.

During fiscal year 2003, SAFEPLAN advocates provided advocacy services, safety planning, and referrals through a total of 22,572 client contacts. A collaborative effort involving SAFEPLAN advocates, restraining order staff from Worcester courts, and the Worcester Police Department is cited as a “Best Practice” in the Domestic Violence Court Assessment Project published by the Administrative Office of the Trial Court.

Sexual Assault and Sexual Abuse

Sexual assault and sexual violence affects men and women, boys and girls, regardless of age, culture or religion. Sexual assault has a traumatic impact on its victims which can last a lifetime. According to the Massachusetts Department of Public Health (MDPH) (1999), “[s]exual assault is defined as rape, attempted rape, or physical sexual assault such as inappropriate touching.” According to a report published by the Massachusetts Department of Public Health (2001), 19% of Massachusetts women aged 18-59 reported being sexually assaulted at some point in their lives, including 1% that reported being assaulted in the past year.

The MDPH researched the nature and extent of the sexual assault problem from 1988-1997 in Massachusetts using data from the Rape Crisis Surveillance System (RCSS) and the Behavioral Risk Factor Surveillance System (BRFSS). Results showed that from 1988 to 1997, there were 26,018 reports of sexual assault reported to rape crisis centers throughout Massachusetts, including 19,829 completed rapes, 1,264 attempted rapes, and 4,925 physical sexual assaults (Massachusetts Department of Public Health, 1999).

Further, incest comprised 25% of the reports of sexual assault (n=5,393), usually perpetrated by a parent or stepparent (59% of incidents). Over half (51%) of incest survivors were younger than 13 and 37% were between the ages of 13 and 19 at the time of the most recent assault (Massachusetts Department of Public Health, 1999).

Health Impact of Illegal Drug Use

In FY 2002, there were 124,539 admissions to substance abuse treatment services in Massachusetts, of which 3% (n=3,262) comprised youth 17 years and younger (Massachusetts Department of Public Health, 2002). According to the *Mortality Data From the Drug Abuse Warning Network*, there was a 12% increase in the number of drug-related deaths in Massachusetts in 2002 over the previous year. The most drastic increase in deaths involving drug abuse occurred in Plymouth County, which saw a rise of 1020% in 2002 over 2001 (table 22). In 2002, persons ages 35-44 had the largest percentage of drug-related deaths (figure 51). The smallest percentage was found among the 18-24 age group which accounted for 10% of drug abuse deaths.

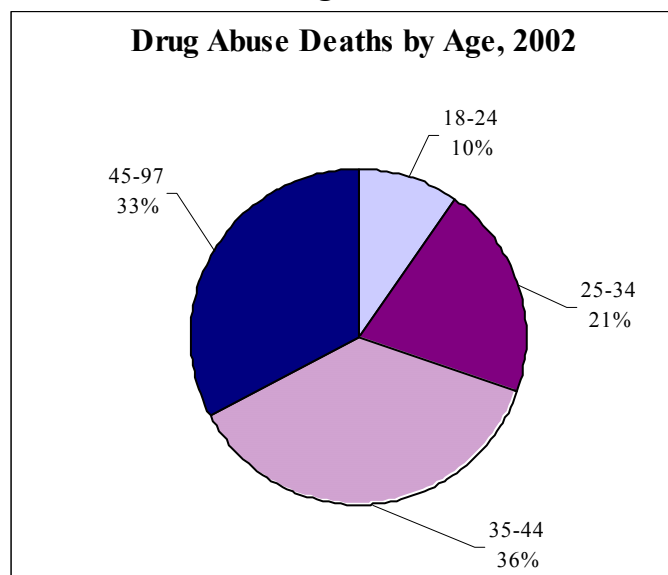
Table 22. Deaths Involving Drug Abuse

County	2001	2002	Percent Change
Essex County	88	66	-25%
Middlesex County	121	128	5.7%
Norfolk County	43	45	4.7%
Plymouth County	5	56	1020%
Suffolk County	117	124	6.0%
Total	374	419	12.0%

Source: U.S. Department of Health and Human Services, Office of Applied Studies, Substance Abuse and Mental Health Services Administration, September 2003

Note: The counties listed above participated in DAWN in 2002.

Figure 51.



Source: U.S. Department of Health and Human Services, Office of Applied Studies, Substance Abuse and Mental Health Services Administration, September 2003

Heroin¹⁸

A report entitled *Heroin in the Northeast: A Regional Drug Threat Assessment*, posits heroin represents “one of the most significant drug threats to the Northeast region of the United States” (National Drug Intelligence Center, August 2003:iii). According to the Massachusetts Department of Public Health (MDPH), of individuals admitted to substance abuse treatment services over one-third (38%) reported heroin as the primary substance of use. During the first quarter of FY 2003, heroin averaged over 60% pure and sold for \$6-\$25 per bag (ONDCP, 2003). Reportedly a new potent type of heroin is readily available in Boston and other areas of the state; at a cost of \$4 per bag and powerful enough to be sniffed.

The Treatment Episode Data Set (TEDS), revealed a 25% increase in heroin-related treatment admissions to publicly funded treatment facilities from 2000 to 2001 (U.S. DOJ, National Drug Intelligence Center, May 2003) (table 23).

Table 23. Number of Drug-Related Treatment Admissions to Publicly Funded Facilities in Massachusetts, 2000-2001

	Heroin	Cocaine	Marijuana	Amphetamines*
2000	29,884	5,017	4,000	70
2001	37,339	4,334	3,299	79
Percent Change	25%	-14%	-18%	13%

U.S. Department of Justice National Drug Intelligence Center, May 2003.

*Nationwide, methamphetamine-related admissions account for 95% of the amphetamine-related admissions reported to TEDS.

In 2001, the rate of heroin Emergency Department (ED) mentions in the Boston metropolitan area, 122 per 100,000 population, was considerably higher than the nationwide rate (37 per 100,000 population) (table 24).

Table 24. The Rate of Drug-Related ED Mentions per 100,000 Population, Boston and U.S., 2001

	Heroin	Cocaine	Marijuana	Methamphetamine
Boston	122	138	96	0
U.S.	37	76	44	6

U.S. Department of Justice National Drug Intelligence Center, May 2003.

There was a small decline (2%) in heroin-related deaths in the Boston metropolitan area in 2002 from the prior year. However, heroin was a major contributor in a significant number of drug-related deaths in the Boston metropolitan area. Specifically, in 2002, heroin/ morphine contributed to 46% or 192 of the 419 drugs deaths in the Boston metropolitan area (U.S. Department of Health and Human Services, Office of Applied Studies, Substance Abuse and Mental Health Services Administration, September 2003). Of the 192 heroin/morphine deaths, 117 (61%) occurred in Suffolk and Middlesex Counties.

¹⁸ The term “opioid” designates a class of drugs derived from opium or manufactured synthetically with a chemical structure similar to opium. Heroin is a naturally derived opioid. Other opioids such as oxycodone (Oxycontin®), morphine, meperidine (Demerol), methadone, codeine, and others, are used therapeutically for the management of pain and other conditions.

In 2001, according to the MDPH, “poisonings¹⁹, which include drug overdoses, are the leading cause of injury death in the Massachusetts, surpassing motor vehicle injury deaths” (2004:1). Two-thirds (68%) of poisoning deaths were associated with opioids. Between 1999 and 2001, opioid-related fatal overdose rates increased 48% and hospitalization rates rose 38%. Additionally, in 2001, there were 14,530 opioid-related acute care hospitalizations in Massachusetts (229 per 100,000 population), which exceeded \$120 million in costs (Ibid 3). Between 1999 and 2001, the most notable rise in opioid-related hospitalization rates occurred among persons aged 15 to 24 years (78%) and 45 to 54 years (47%).

Table 25 provides the rankings of cities and towns with regard to heroin use reported by treatment admissions during the past year. The city of Boston surpassed all cities and towns in terms of the number of treatment admissions for heroin use.

Table 25. Ranking Cities/Towns: Past Year Heroin Use Reported by Treatment Admissions in FY2003

City/Town	Proportion of Admissions	City/Town	Number of Admissions
Saugus	61%	Boston	6,092
Lowell	59%	Worcester	2,372
Fitchburg	58%	Springfield	2,368
Worcester	58%	Fall River	1,391
Holyoke	56%	New Bedford	1,386
Lawrence	56%	Lowell	1,292
Fall River	56%	Brockton	779
Medford	55%	Holyoke	757
New Bedford	52%	Lawrence	704
Revere	51%	Somerville	560
Springfield	48%	Revere	535
Malden	48%	Fitchburg	414
Boston	47%	Saugus	392
Leominster	46%	Malden	373
Everett	42%	Chicopee	361
Somerville	42%	Medford	333
Brockton	36%	Chelsea	332
Chicopee	35%	Everett	219
		Leominster	202

Source: Bureau of Substance Abuse Massachusetts Department of Public Health, “Heroin Use and Treatment Information” PowerPoint presentation.

Note: The proportion of admissions are calculated for cities/towns with 200 and more admissions reporting past year heroin use. It also represents non-homeless admissions. **Bold** indicates areas where reports of sales are high based on HIDTA reports.

In 2002, Massachusetts adults (ages 18 and over) accounted for 51,715 admissions²⁰ for substance abuse treatment services that included reported heroin use. This represented a “17%

¹⁹Poisoning refers to the damaging physiologic effects of ingestion, inhalation or other exposure to a broad range of pharmaceuticals, illicit drugs, chemicals, including pesticides, heavy metals, gases/vapors, and a variety of common household substances, such as bleach and ammonia.

²⁰ Data reflects admissions, not patients. Patients can have multiple admissions.

rise between 1999 and 2001, and an overall increase of 216% from 1992 through 2002” (Massachusetts Department of Public Health, 2004:5). Furthermore, 2002 patient characteristics illustrate:

- 73% were male,
- Over one third (37%) of treatment admissions were among persons ages 30-39 (n=19,041),
- 65% of patients were white, 9% were black, and 22% were Latino,
- Two thirds (67%) of patients reported injecting drugs during the past year; and
- 88% were unemployed, 25% were homeless, and 24% had received prior mental health treatment.

In Massachusetts, unintentional²¹ and undetermined²² opioid-related fatal overdoses increased 38% from 2000 to 2001, and 204% within the past decade (Injury Surveillance Program, MDPH, 2004) (table 26). To date, Middlesex and Suffolk Counties have registered the highest number of fatal opioid-related overdoses, and increases of 130% and 119% since 1992, respectively. The most dramatic increase in opioid-related fatal overdoses during the past decade occurred in Worcester County (421%).

Table 26. Unintentional and Undetermined Opioid-Related Fatal Overdoses Among Massachusetts Residents by County, 1990-2001

County	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
Barnstable	0	1	4	1	3	5	3	3	6	5	12	17	60
Berkshire	0	3	0	2	2	0	1	2	0	3	2	3	18
Bristol	5	3	24	9	8	7	6	4	5	34	37	56	198
Dukes	0	0	0	0	0	0	0	0	0	2	1	0	3
Essex	9	19	14	27	30	38	30	46	37	28	41	58	377
Franklin	0	0	1	3	0	1	3	3	0	2	5	2	20
Hampden	13	3	13	22	17	24	14	16	30	20	30	36	238
Hampshire	2	4	2	2	4	3	1	6	3	9	5	5	46
Middlesex	25	29	33	31	48	53	41	33	52	53	56	76	530
Nantucket	0	0	0	0	0	0	0	0	0	1	0	0	1
Norfolk	7	7	9	17	23	20	10	20	19	25	24	39	220
Plymouth	1	6	4	4	7	6	6	3	13	29	22	24	125
Suffolk	21	20	36	45	37	49	29	40	30	56	44	79	486
Worcester	4	13	14	24	30	35	28	31	51	45	59	73	407
Total	87	108	154	187	209	241	172	207	246	312	338	486	2,729

Source: Injury Surveillance Program, Massachusetts Department of Public Health, February 4, 2004

Selected cities and towns were identified to provide a snapshot of the number of unintentional and undetermined opioid-related fatal overdoses since 1990. Between 1990 and 2001, Lynn had the most significant increase in the percentage of opioid-related fatal overdoses (1700%) followed by Fall River and New Bedford, each increasing 1000%. Although these increases are

²¹Unintentional intent includes poisoning deaths where the “poisoning event” was “accidental” or not intended to harm oneself or another person. These deaths are generally classified as “accidental” by the Office of the Chief Medical Examiner. The leading class of agents in unintentional poisoning deaths is opioids.

²²Undetermined intent includes poisoning deaths that the Office of the Chief Medical Examiner could not determine if the “poisoning event” was an accident or a suicide.

dramatic, the numbers are lower when compared to other cities. The city of Chicopee experienced a 200% increase with opioid-related fatal overdoses between 2000 and 2001, although the total numbers in 2001 are among the lowest (Injury Surveillance Program, Massachusetts Department of Public Health, 2004).

Table 27. Unintentional and Undetermined Opioid-Related Fatal Overdoses Among Massachusetts Residents by Selected Cities/Towns, 1990-2001

Selected Cities/Towns	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total	% Change 00 vs. 01
Barnstable	0	1	2	0	0	2	2	0	2	3	2	1	15	-50%
Boston	17	14	27	37	30	40	22	30	20	45	36	66	384	83%
Brockton	1	2	1	1	0	0	1	2	8	15	8	7	46	-13%
Chelsea	2	2	5	2	5	4	1	3	1	3	4	5	37	25%
Chicopee	1	0	2	4	1	4	3	1	6	3	2	6	33	200%
Fall River	2	0	6	2	4	2	3	0	2	10	10	22	63	120%
Greenfield	0	0	1	2	0	0	3	1	0	1	3	1	12	-67%
Holyoke	2	0	3	7	6	6	2	1	5	3	7	4	46	-43%
Lawrence	4	4	5	8	9	10	1	12	5	3	9	9	80	0%
Lowell	3	10	8	5	8	10	6	7	13	7	11	13	101	18%
Lynn	1	3	1	7	5	6	8	16	10	9	9	18	93	100%
New Bedford	1	2	9	1	3	3	1	3	0	11	12	11	57	-8.3%
Orange	0	0	0	0	0	0	0	0	0	0	1	1	2	0%
Pittsfield	0	1	0	0	1	0	1	2	0	1	1	1	8	0%
Springfield	8	2	5	7	7	8	7	10	8	8	16	18	104	13%
Worcester	4	5	5	12	14	19	15	14	28	20	26	33	195	27%
Total	46	47	80	95	93	114	77	103	108	144	159	217	1,283	36%

Source: Injury Surveillance Program, Massachusetts Department of Public Health, February 4, 2004

*Martha's Vineyard includes the communities of Tisbury, West Tisbury, Edgartown, Oak Bluffs, Gay Head, and Chilmark.

Cocaine

In 2001, TEDS data revealed there was a 14% decline in the number of cocaine-related admissions to publicly funded treatment facilities in Massachusetts from the previous year (U.S. Department of Health and Human Services, National Drug Intelligence Center, May 2003). However, cocaine ED mentions in the Boston metropolitan area increased 20% from 4,099 in 2000 to 4,933 in 2001. Preliminary data from DAWN indicates that there were 2,524 ED mentions from January through June 2002.

2002 DAWN mortality data indicates that cocaine was a factor in 121 of the 419 drug death in the Boston metropolitan area, an 8% decrease from the previous year. Of the 121 cocaine-related deaths, 78 occurred in Middlesex and Suffolk Counties, a 3% decline in 2002 over 2001.

Marijuana

According to TEDS data, marijuana-related admissions to publicly funded treatment facilities in Massachusetts fell 18%, from 4,000 in 2000 to 3,299 in 2001 (U.S. Department of Health and Human Services, National Drug Intelligence Center, May 2003). Data from the Drug Abuse Warning Network shows a 16% increase in the Boston metropolitan area marijuana ED mentions; from 2,945 in 2000 to 3,423 in 2001. In 2001, the rate of ED mentions in the Boston metropolitan area (96 per 100,000 population), was notably higher than the national rate (44 per 100,000 population).

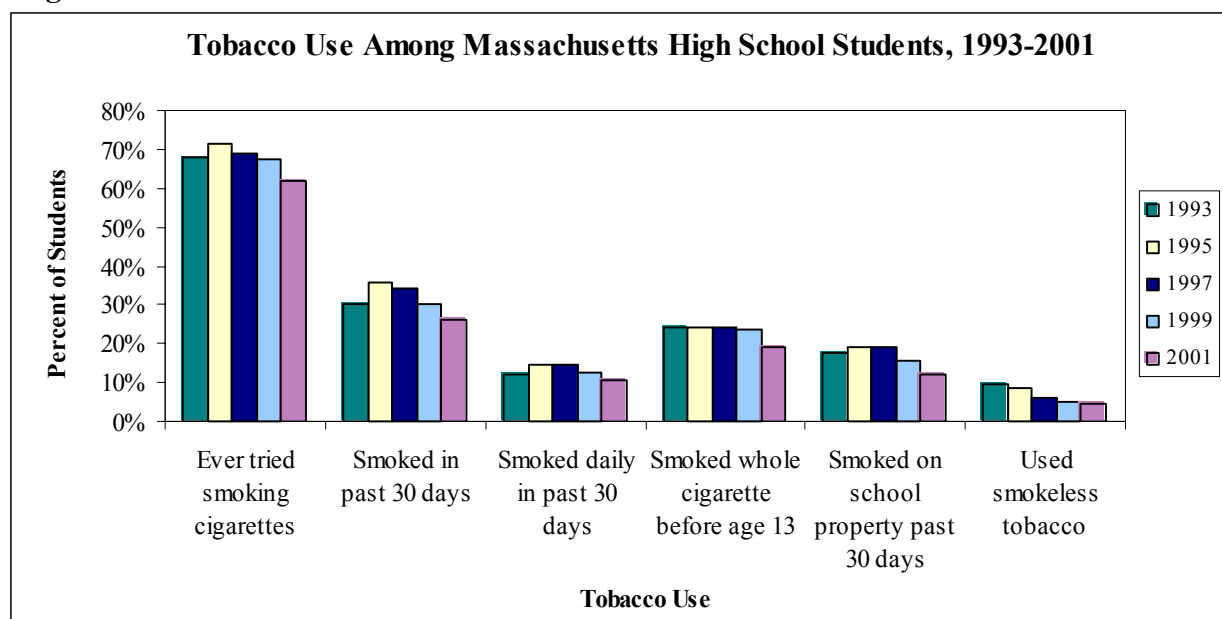
Youth Drug and Alcohol Use

According to the 2001 Massachusetts Youth Risk Behavior Survey (MYRBS), there has been a reported increase in alcohol use among Massachusetts' high school students and a leveling off or decrease in drug and tobacco use.

Tobacco Use

The 2001 MYRBS found that almost two-thirds of high school students (62%) have tried smoking cigarettes, a 9% decline from 1999. Additionally, almost one in five (19%) students report having smoked at least one whole cigarette before age 13, which represents an 18% decrease from 1999. The MYRBS indicates the percentage of students that reported smoking recently, which peaked in 1995 (36%), declined 28% in 2001 (26%). Furthermore, from 1995 to 2001, recent cigarette smoking declined for both male (35% to 25%) and female (36% to 27%) students. The study also found that students who had tried cigarette smoking, compared to those who had never tried cigarette smoking, were more likely to report using marijuana (74% vs. 14%) and consuming alcohol (95% vs. 58%). Students reporting *daily* smoking has significantly declined by one-third (33%) from 1997 to 2001 (15% to 10%). Students reporting using smokeless tobacco have dramatically declined from 9.4% in 1993 to 4.4% in 2001 (Massachusetts Department of Education, 2002b) (figure 52).

Figure 52.



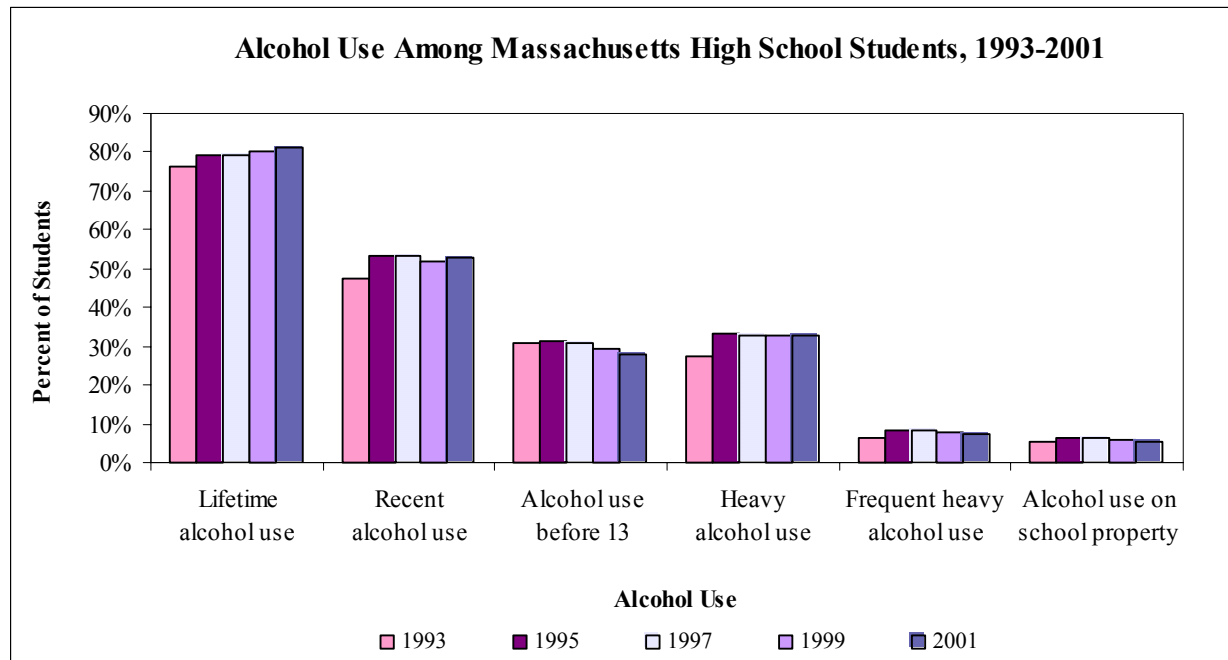
Source: Massachusetts Department of Education, 2002b.

Alcohol Use

In 1999, almost half (49%) of Massachusetts youth automobile fatalities were alcohol-related (MYRBS). The 2001 MYRBS found that 81% of Massachusetts' high school students reported having had a drink of alcohol in their lifetime, a slight increase from 1999 (80%). Twenty-eight percent of students surveyed reported drinking alcohol before the age of 13. Additionally, students who reported using alcohol before age 13 were more to report recent alcohol use (75% vs. 66%) and heavy alcohol use (47% vs. 41%). Six percent of all students report drinking

alcohol on school property. In the 30 days prior to the survey, over one half of Massachusetts' high school students reported having at least one drink of alcohol (53%), one third participated in binge drinking (33%), and 7% acknowledged engaging in frequent binge drinking (Massachusetts Department of Education, 2002b) (figure 53).

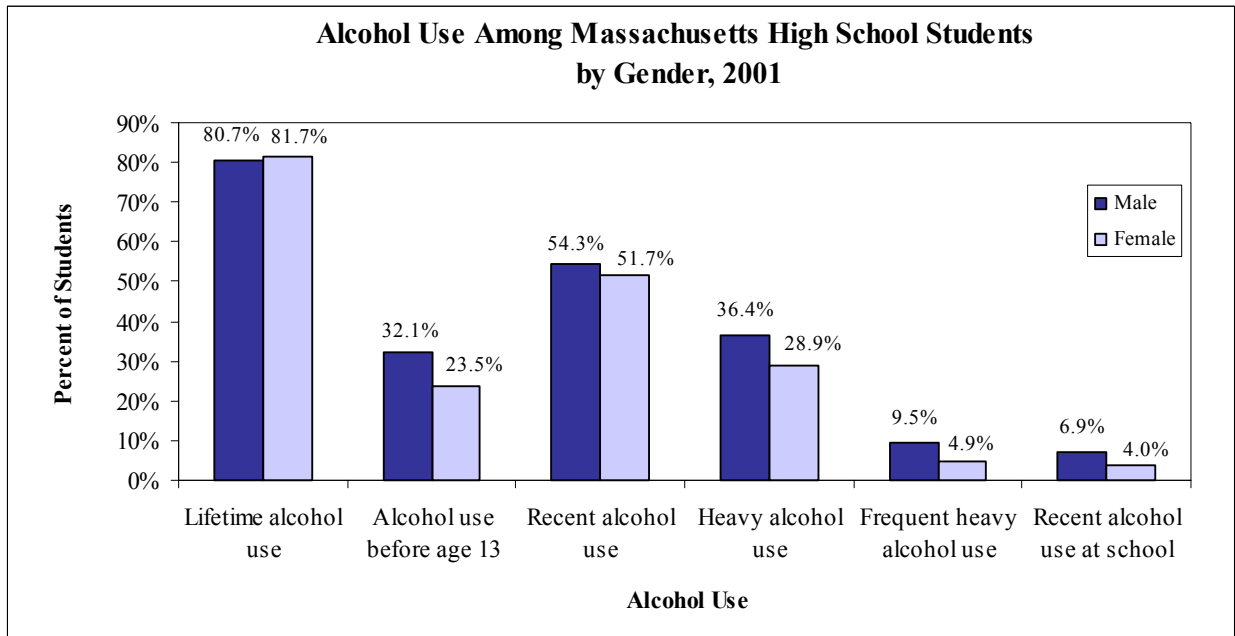
Figure 53.



Source: Massachusetts Department of Education, 2002b.

While there was no measurable difference in alcohol use between male (81%) and female (82%) students, in 2001 alcohol use by females did slightly increase (3%) over 1999, with male alcohol use remaining constant (figure 54).

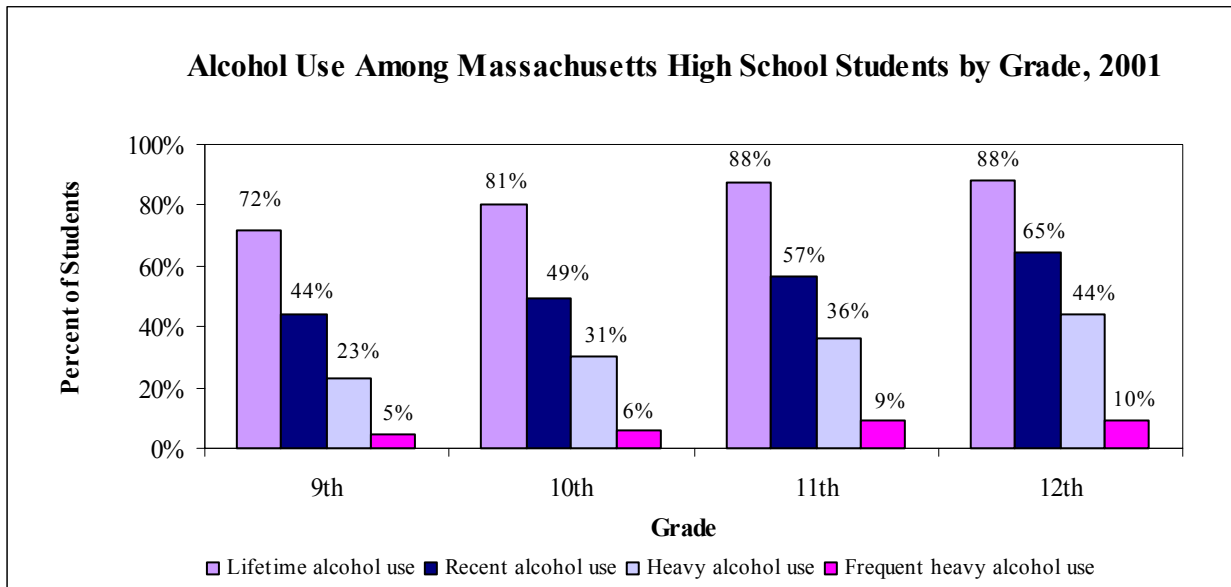
Figure 54.



Source: Massachusetts Department of Education, 2002b.

Students reporting lifetime alcohol use escalated from the 9th to 11th grade (72% to 88%), and remained constant in the 12th grade. First year high school students were the least likely of all high school students to report recent alcohol consumption (44%); however, by the second year of high school, almost half of all students (49%) reported having consumed alcohol at least once in the 30 days prior to the survey. There was a more gradual increase in recent alcohol use from 10th to 12th grade. By grade 12, 65% of students report alcohol use. Similarly, heavy drinking is commensurate with a student's age and grade. Almost one student in four (23%), first year high school students reported participating in heavy drinking. The rate rose to 44% among high school seniors (figure 55) (Massachusetts Department of Education, 2002b).

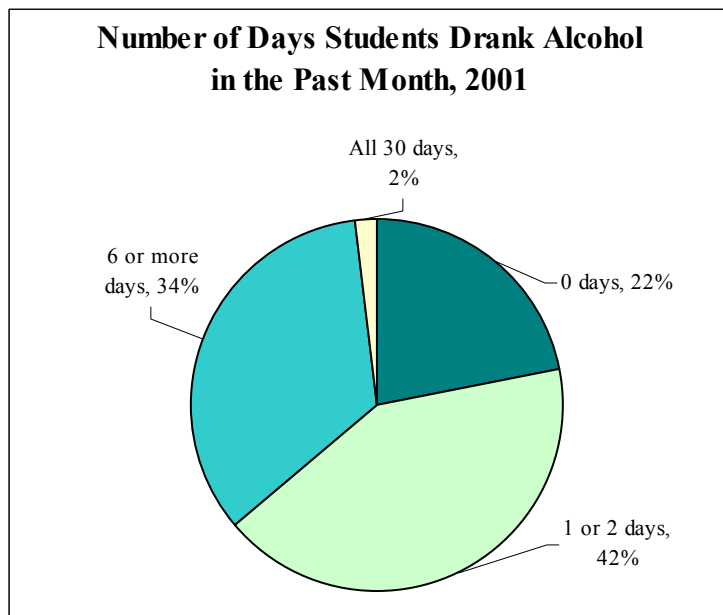
Figure 55.



Source: Massachusetts Department of Education, 2002b.

Over half of all Massachusetts high school students surveyed (53%) consumed at least one alcoholic drink in the 30 days prior to the survey, of which, 34% reported using alcohol 6 or more days in the previous month (figure 56) (Massachusetts Department of Education, 2002b).

Figure 56.



Source: Massachusetts Department of Education, 2002b.

The MYRBS links recent alcohol consumption to other high risk behaviors including: drinking and driving, tobacco use, illegal drug use, physical violence, suicide attempts, and unprotected sexual intercourse. Students who reported *recent* alcohol use were more than twice as likely to report carrying a weapon in the past 30 days. Furthermore, they were almost twice as likely to

have been in a physical fight in the past year, and twice as likely to have attempted suicide in the past year.

Drug Use

According to the MYRBS (DOE,2002b), almost half of all Massachusetts high school students (46%) have never used any illegal drug and of those students reporting illegal drug use, 49% have never used any illegal drug other than marijuana. Survey results indicate marijuana appears to be a stepping-stone to other illicit drugs. The majority of youth (87%) who used other illegal drugs also acknowledged having used marijuana. Youth who reported illegal drug use were also more likely than those who had never used drugs to carry a weapon, experience dating violence, attempted suicide, and engage in high-risk sexual behaviors (table 28).

Table 28. Illegal Drug Use and Other Risk Behaviors

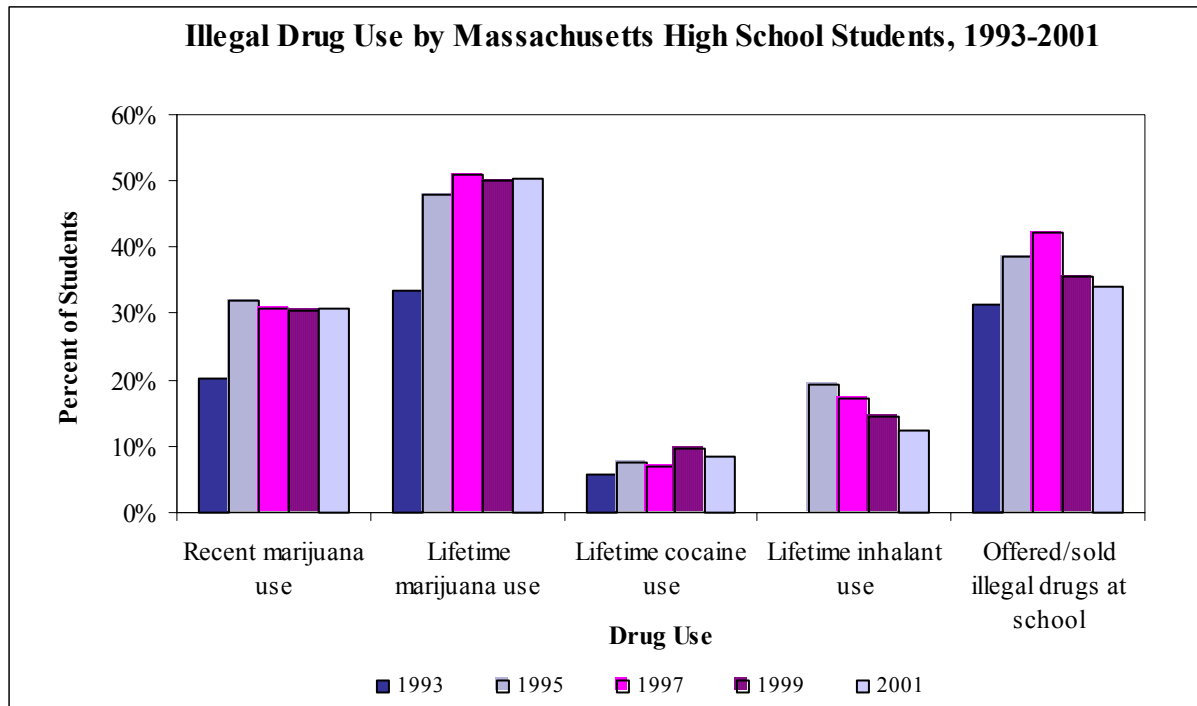
Risk Behaviors	Illegal Drug Use by Students	No Illegal Drug Use by Students
Recent alcohol use	76%	26%
Heavy alcohol use	53%	10%
Driven after drinking	20%	2%
Sexual Intercourse	47%	15%
Carried a weapon	18%	6%
Experienced dating violence	16%	5%
Attempted suicide	13%	5%

Source: Massachusetts Department of Education, 2002b.

Half of all Massachusetts high school students surveyed (50%) have used marijuana at least once during their lifetime. The rates of lifetime marijuana use among students have increased steadily from 1993 (34%) to 1995 (48%) to 1997 (51%), slightly declining in 1999 (50%), and remaining stable in 2001. In the 30 days prior to the survey, 31% of Massachusetts students reported marijuana use, a percentage that has remained unchanged from 1997.

Almost one student in five (19%) reported inhalant use at least once (e.g., inhaled glue, aerosol sprays or paint fumes in order to get high) in 1995. There was a significant decrease in 2001, with one in eight (12%) high school students reporting inhalant use at least once. Over one-third of high school students (34%) were *sold*, *offered*, or *given* an illegal drug on school property during the year prior to the survey, a significant decline from the 42% reporting this activity in 1997 (MDOE, 2002b) (figure 57).

Figure 57.



Source: Massachusetts Department of Education, 2002b.

Male students were significantly more likely to report lifetime marijuana use than female students, 54% and 47%, respectively; however, the rates among both genders have remained stable since 1997. Marijuana use during the past month by female students has remained relatively unchanged since 1995. Additionally, both male and female high school students reporting inhalant use continued to decline (table 29).

Table 29. Illegal Drug Use by Massachusetts High School Students by Gender, 1993-2001

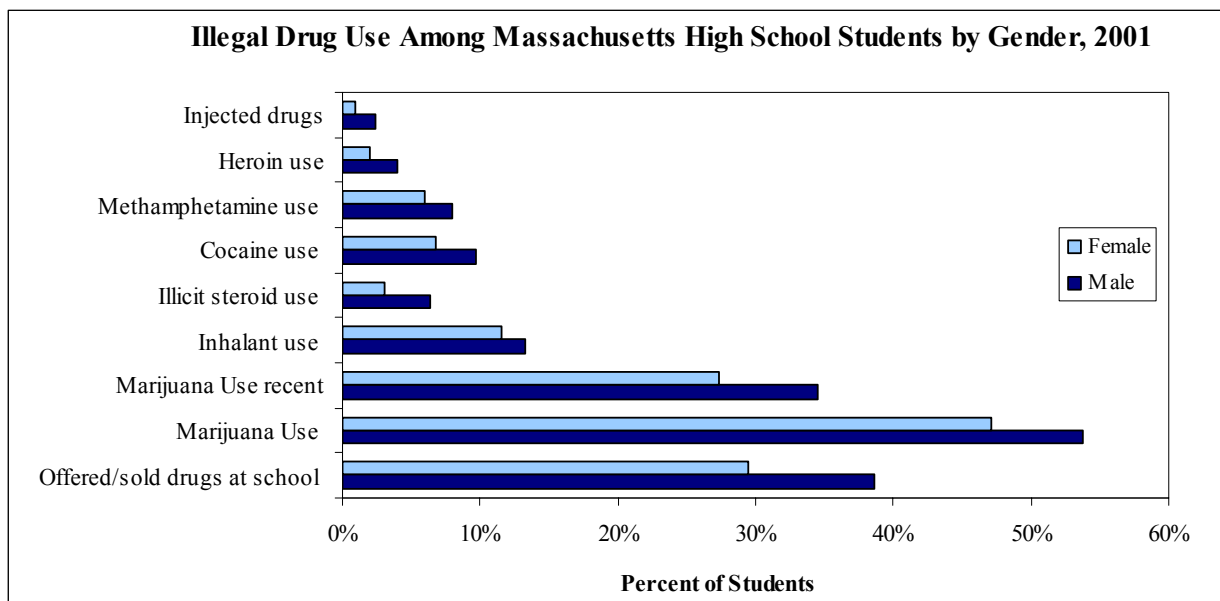
	1993		1995		1997		1999		2001	
	M	F	M	F	M	F	M	F	M	F
	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)
Marijuana use, lifetime	37.9	29.1	54.0	41.7	52.2	49.6	53.0	47.1	53.7	47.1
Marijuana use, past month	23.5	16.4	37.3	26.4	34.2	27.5	33.8	27.4	34.5	27.3
Cocaine use, lifetime	7.2	4.3	9.6	5.5	7.9	5.9	11.8	7.1	9.7	6.8
Inhalant use, lifetime	na	na	21.6	16.8	18.0	16.4	16.5	12.2	13.3	11.5
Illicit steroid use, lifetime	5.5	1.7	5.9	2.7	5.4	2.6	5.9	3.2	6.4	3.1
Injected illegal drugs, lifetime	3.8	1.2	4.5	1.0	2.9	1.1	3.6	1.6	2.4	0.9
Offered/sold drugs at school	37.4	25.0	45.4	31.6	46.8	37.5	40.2	30.7	38.6	29.5

Source: Massachusetts Department of Education, 2002b.

In 2001, male high school students had a higher rate of *any* illegal drug use compared to female high school students, 57% and 51%, respectively. Further, male students, compared to female

students, were more likely to report marijuana use in the past month (35% vs. 27%), cocaine use (10% vs. 7%), and were offered/sold drugs at school (39% vs. 30%) (figure 58).

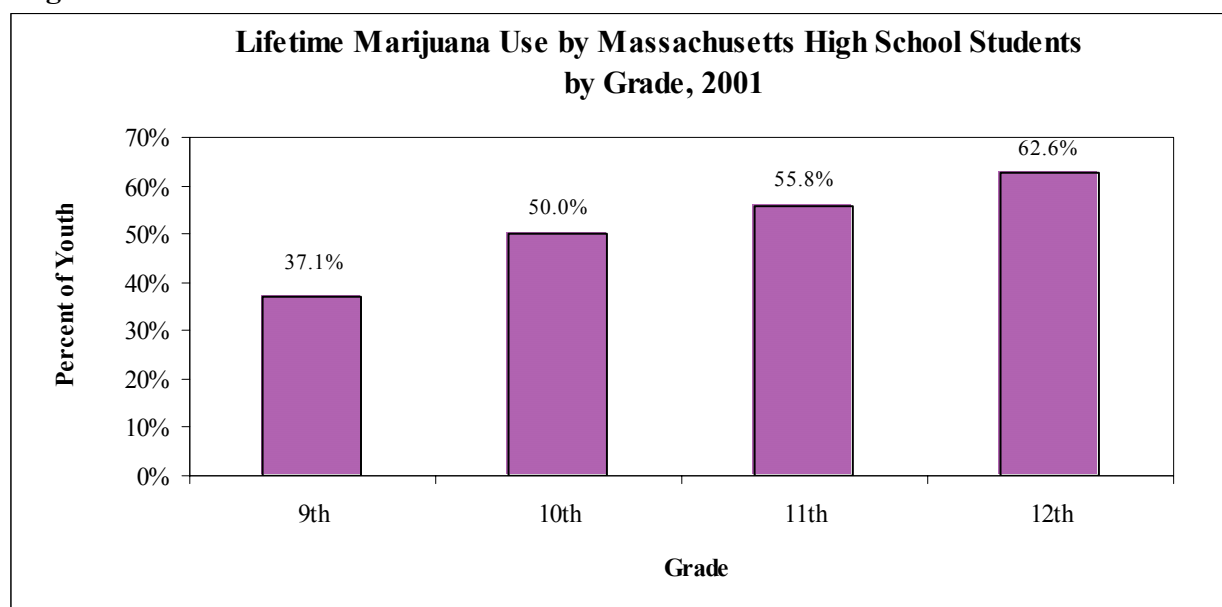
Figure 58.



Source: Massachusetts Department of Education, 2002b.

According to the MYRBS, one in eight (12%) high school students reporting having had used marijuana before age 13, representing a significant increase since 1993 (7%) (Massachusetts Department of Education, 2002). There were notable racial and ethnic differences in reported lifetime marijuana use. Massachusetts high school students of “Other” or multiple ethnicity had the highest rates (61%), while the lowest reported lifetime marijuana use was among Asian students (33%). In 2001, lifetime use of marijuana remained unchanged for white students from the 1999 rate (52%), and decreased for all other racial categories (i.e., African American, Asian, Hispanic, and “Other”). Hispanic students noted the most significant decline in lifetime marijuana use, decreasing 14% in 2001 from 1999. Lifetime use of marijuana also rose with grade level; 12th grade students had higher rates (63%) of marijuana use than 9th grade students (37%) (figure 59). In 2001, all grade levels except the 9th grade, reported an increase in lifetime marijuana use. Ninth graders reporting lifetime marijuana use declined 7% in 2001 from the 1999 rate (MDOE, 2002b).

Figure 59.

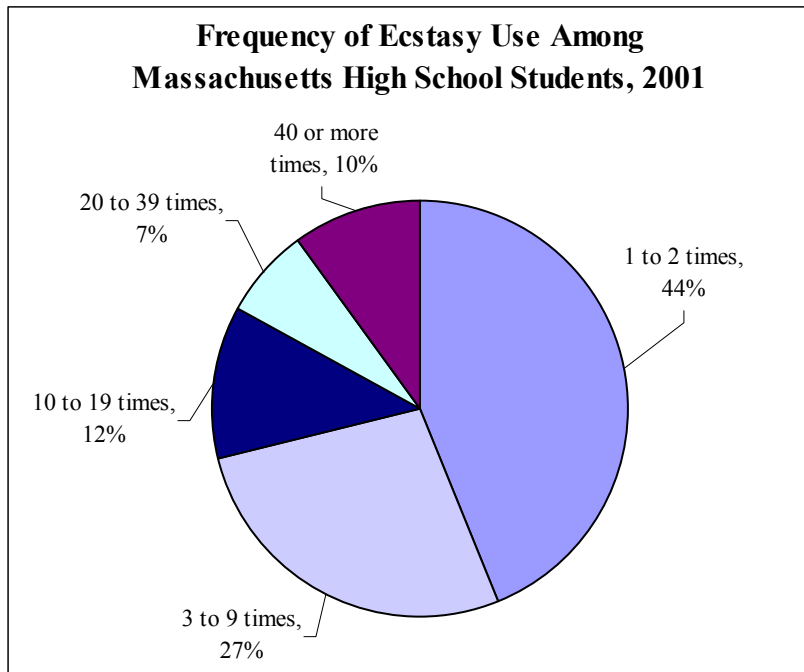


Source: Massachusetts Department of Education, 2002b.

The 2001 Massachusetts Youth Risk Behavior Survey represents the first year the survey began measuring the extent of ecstasy use among high school students. Thirteen percent (13%) of all Massachusetts high school students reported using ecstasy which is the third most commonly used drug²³. Over one-quarter (29%) of high school students who acknowledged using ecstasy have done so ten or more times. However, 44% reported using ecstasy only one or two times (MDOE, 2002b) (figure 60).

²³ The most widely used drug is marijuana followed by the category of “other drugs” which includes LSD, PCP, mushrooms, Ketamine, Rohypnol, and GHB.

Figure 60.



Source: Massachusetts Department of Education, 2002b.

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Resource Needs

The Executive Office of Public Safety (EOPS) is currently using Byrne funds to address 12 of the 29 approved Byrne program purpose areas. During the four-year Byrne Strategy funding cycle, the number and type of Byrne purpose areas will expand and diversify to address the identified priorities. All of the identified gaps in services and needs will be considered and can only be addressed over the next four years with support from the Byrne grant.

In order to ensure that Byrne funds are being used in the most cost effective manner and are supporting best practices, EOPS has committed to setting aside up to 7.5% of its Byrne funds each year specifically for evaluation. This initiative will allow EOPS to provide individualized technical assistance to Byrne grantees in designing and implementing effective self-evaluation strategies, make available the data necessary for grantees to identify their community problems and justify their needs, and outline for grantees the Bureau of Justice Assistance's (BJA) minimum Byrne Performance Measures. In addition, these funds will support public policy research on current criminal justice issues facing Massachusetts, to target Byrne dollars where they will have the greatest impact. Existing Byrne programs, if selected, will undergo formal evaluations (one outcome and two process evaluations will be completed within eighteen months by EOPS evaluation staff and contractors).

Below is a list of some, but not all, of the current resources, many of which are Byrne-funded, and the additional needs/gaps in services.

Substance Abuse/Reentry

Resources

- Residential Substance Abuse Treatment (RSAT) programs – The statewide RSAT Program allows state and county correction facilities to provide substance abuse treatment to both males and females who are in the custody of the state.
- Multijurisdictional Counter Crime Task Forces – 28 specialized projects statewide focus on drug interdiction and/or gang activities by integrating a combination of Federal, State and/or local law enforcement agencies for the purpose of enhancing interagency coordination, intelligence and facilitating multijurisdictional investigations.
- Governor's Heroin and Other Opioids Initiative – A partnership of Massachusetts state agencies is charged with facilitating conversations and consultation with selected communities/populations/regions to develop comprehensive primary and secondary prevention strategies focused on heroin and other opioids.
- Safe and Drug Free Schools and Communities Act (SDFSCA) programs – Statewide, 48 SDFSCA initiatives focus on youth drug and violence prevention.
- Massachusetts Regional Centers for Healthy Communities – Six regional centers, supported by the Department of Public Health (DPH), focus on substance abuse prevention, healthy communities, and youth development by offering communities training, planning and evaluation resources, data support, and technical support.
- DPH's Bureau of Substance Abuse Services (BSAS) – BSAS is working with and supporting local coalitions and collaboratives to develop and implement plans to address the use and abuse of heroin and other opioids in their communities.

- Community Corrections Centers/Community Resource Centers/Day Reporting Centers – offer services, such as substance abuse counseling, education, employment and life skills training for adult and juvenile offenders.

Gaps/Needs

- Substance abuse rehabilitation and monitoring
- Mental health screening, treatment, and monitoring for both adults and juveniles, including mentally ill chemical abusers
- Treatment beds and services, especially residential substance abuse treatment (RSAT)
- Standardization of drug testing methods
- Programs that address mental illness problems as well as substance abuse issues

Crime and Violence Prevention/Youth Programs/Reentry

Resources

- Community Policing – 341 communities participate in the state-funded Community Policing Grant Program, which provides citizens with the opportunity to contribute both individually and collectively to enhance public safety and quality of life, while providing officers with the innovative training, technology, and resources to address community problems.
- Safe Neighborhood Initiatives (SNI) – Two Byrne-funded SNIs are currently operating in Massachusetts, in a Boston neighborhood and in the northeastern part of the state. The core principles of the SNI are (1) coordinated law enforcement including targeted prosecution; (2) prevention, intervention and treatment; and (3) neighborhood restoration.
- Domestic Violence resources - The statewide SAFEPLAN (Safety Assistance For Every Person Leaving Abuse Now) assures court based advocacy for domestic violence victims when they arrive at courts. The Pediatric Sexual Abuse Nurse Examiner Program (Pedi-SANE) was funded to investigate various national Pedi-SANE models, convene meetings of potential collaborators, develop a pediatric sexual abuse forensic evidence collection kit, write protocols to go with that kit, develop a training curriculum for pediatric sexual abuse examiners, and pilot a training for Pedi-SANEs. The Sex Offender Registry Victim and Community Outreach Program works with victims and communities to increase awareness about sex offenders.
- Community Corrections Centers/Community Resource Centers/Day Reporting Centers – See description above. These centers may also offer community service, electronic monitoring and intensive supervision.
- Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) program - \$1.8 million in VOI/TIS funds have been set aside for one-time grants that address prisoner reentry and focus on Community-based Correctional Options, Parole Centers, Juvenile Correctional Facilities, Jail-based Programs, and/or Drug Testing, Treatment and Interventions.
- Title V – Select high-risk communities will be eligible to receive funding for delinquency prevention and early intervention programs.

Gaps/Needs

- Parental involvement
- Violence prevention programs, particularly targeting juvenile female offenders and gangs
- Life skills and vocational/job skills development programs for adults and juveniles
- Integrated model of law enforcement training and professional development
- Services targeting chronic offenders and high-risk areas where gang and violent crime activities are prevalent
- Partnerships and information-sharing among key stakeholders, including community-based participation
- Oversight and coordination of forensic services in the state, primarily relative to criminalistics examinations of evidence from violent crimes (e.g., sexual assault, homicide), DNA analysis, and trace analysis
- Centralized laboratory for performing forensic examinations of computers (i.e., Internet crimes against children)

Technology (Improve local law enforcement capacity for collecting and reporting complete, accurate, and reliable criminal justice information)

Resources

Massachusetts has taken many positive steps toward integration:

- EOPS Statewide Anti-Terrorism Unified Response Network (SATURN) – An intelligence, information-sharing, first responder network which provides fire, emergency management, and police personnel a process for exchanging information in the face of a terrorist threat.
- New England State Police Information Network (NESPIN) – A secure web-based application used to share sensitive law enforcement information with the Anti-Terrorism Advisory Council (ATAC) as well as other law enforcement agencies.
- State Police Automated Fingerprint Identification System (AFIS) – Capable of storing over 3 million fingerprint records.
- Electronic Warrant Management System – Provides up-to-the-minute warrant information to all law enforcement agencies in the Commonwealth.
- Automated Victim Notification System – A central repository of victim data to notify individuals of pending offender releases.
- Criminal Justice Information Store & Forward System – A server-based system that provides a mechanism for the electronic exchange of arrest records.
- Massachusetts Justice XML Schema and Data Dictionary – A common set of data elements and exchange format.
- Masscourts – An automated court case management system for all case types and all departments that is currently being rolled out statewide in all departments, offices and divisions of the Trial Court.

Gaps/Needs

- Accurate and timely offender identification continues to be an issue due to arrest fingerprint cards not being submitted or fingerprints not taken for all arrests.
- Redundant data entry and integrity issues exist while agencies independently collect and re-key the same data on offenders.
- Disparate records management systems and varied data collection and transmission standards among law enforcement agencies inhibit interfacing.
- Massachusetts continues to have difficulty linking arrest and disposition data in the Criminal Justice Information System (CJIS). The Offense Based Tracking Number (OBTN) was established to serve as the link between arrest and disposition data, but they are not consistently incorporated into the disposition files in CJIS.
- Not all local law enforcement agencies' records management and mobile data management systems are XML compliant.
- Technology in some localities remains antiquated, thus creating data integrity and security issues.
- Current policies, legal limitations, financial constraints and technical deficiencies delay and prevent non-criminal justice organizations, such as health and human services and education agencies, access to criminal justice data.
- As information is more efficiently collected, analyzed and shared, there must be safeguards in place to protect personal and sensitive information, as appropriate.

Priorities and National Drug Control Strategy

The Executive Office of Public Safety (EOPS) addresses its Byrne funding priority areas by implementing Byrne-funded programs that include best practices, innovative ideas, and creative solutions. EOPS will also promote regionalism, research-based policy, and rational decision making via a competitive grant process that ensures the equitable distribution of funds geographically and across disciplines and Byrne purpose areas. Finally, improving prisoner reentry services is a major priority for EOPS given that, in Massachusetts, about 20,000 prisoners are released each year, many with no supervision from authorities.

Considering the above programmatic policies and based on the information provided in the Data and Analysis section, EOPS has identified three major priorities for the four-year Byrne Strategy and has demonstrated their connection to the National Drug Control Strategy (NDCS) priorities. Primarily, the needs of both adult and juvenile female offenders; youth drug involvement; violent crime, especially robbery; and the widespread trend of drug-related deaths will be addressed within these priority areas.

Substance Abuse/Reentry

Goal: Prevent and control illegal drug use, including reentry services for youth and adults.

- Continue to reduce drug and violent crime-related activities through combined resources and activities of multijurisdictional task forces.
 - NDCS Priority #3 – Disrupting the Market: Attacking the Economic Basis of Drug Trade
- Continue drug treatment intervention services including testing for illicit substances at all levels of the criminal and juvenile justice systems, from courts through probation and within the juvenile detention facilities, houses of correction and state prison system. Support residential substance abuse treatment programs in state and county correctional facilities.
 - NDCS Priority #2 – Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed
- Reduce the demand for drugs among youth by continuing our financial support of drug diversion models, underage drinking programs, and community-based violence prevention programs.
 - NDCS Priority #1 – Stopping Use Before It Starts: Education and Community Action
- Reduce heroin and other opioid use through prevention, intervention, treatment, interdiction, and system readiness.
 - NDCS Priority #1 – Stopping Use Before It Starts: Education and Community Action
 - NDCS Priority #2 – Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed
 - NDCS Priority #3 – Disrupting the Market: Attacking the Economic Basis of Drug Trade

Crime and Violence Prevention/Youth Programs/Reentry

Goal: Improve the quality of life for all citizens by reducing crime and preventing violence, including reentry services for youth and adults.

- Continue after-school program for middle school youth, and Safe Neighborhood Initiatives in high-risk targeted communities.
 - NDCS Priority #1 – Stopping Use Before It Starts: Education and Community Action
- Revitalize neighborhoods by developing collaborative model projects at the state level that will promote efforts of local law enforcement agencies, and ensure strong reintegration programs for juvenile and adult offenders reentering the community.
 - NDCS Priority #2 – Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed
- Continue to fund domestic/family violence and victims services programs and trainings.
 - NDCS Priority #1 – Stopping Use Before It Starts: Education and Community Action
- Continue community oriented policing initiatives statewide in conjunction with Byrne-funded innovative, community-based law enforcement programs.
 - NDCS Priority #1 – Stopping Use Before It Starts: Education and Community Action

Technology

Goal: Improve local law enforcement capacity for collecting and reporting complete, accurate, and reliable criminal justice information.

- Support the continued development and implementation of an integrated criminal justice information system.
 - NDCS Priority #3 – Disrupting the Market: Attacking the Economic Basis of Drug Trade

Selected Programs

Using federal fiscal year 2004 and prior years' balances of Byrne funds, the Executive Office of Public Safety (EOPS) will address each of the priority funding areas, improved substance abuse/reentry services, violence and crime prevention/reentry, and improved technology, by continuing to fund the following selected programs. A competitive Byrne grant process will occur in the summer 2004 and additional programs under each of these priority categories will commence. All programs will enforce the on-going goal to improve public safety and the quality of life for all those residing in Massachusetts.

Reentry Initiatives (Substance Abuse and Crime/Violence Prevention)

Community Reentry Project

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #2, "Healing America's Drug Users: Getting Treatment Resources Where They Are Needed."
- Purpose area 4
- Program Description: The Community Reentry Project provides returning youth offenders assistance to reintegrate successfully into their communities with the goal of decreasing recidivism and increasing public safety.

This project has been implemented in the Dorchester and Roxbury neighborhoods of Boston, two areas reported to have the highest concentration of committed youth and violent offenders. The Roxbury project site provides juveniles with enhanced supervision and services designed to enhance those life skills necessary to prevent reengagement in criminal behavior. Special emphasis has been placed on reconnecting the juvenile with the educational opportunities available through traditional or alternative settings. The Dorchester project site focuses on youth between the ages of 17-24 who are under supervision with the Dorchester District Court Probation Department. This site seeks to prepare the older youth for gainful employment by providing both enhanced supervision and educational and support services.

- Performance Measures: (1) Recidivism among program participants; (2) Recidivism of non-participants; (3) Participant compliance; (4) Participant use of programs and services; and (5) Participants returning to education, employment, and training.
- Evaluation: An evaluation is expected in June 2004. The evaluation will measure the effectiveness of this initiative by using the above measures.

Female Focus Initiative for Female Adolescents

- Approved in 2000
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 4
- Program Description: The Female Focus Initiative (FFI) is a reentry project with partners including the Boston Police Department, the Boston Coalition Against Drugs, Roxbury Youthworks, Inc., the Department of Youth Services (DYS), and the Ella J. Baker House. The program works with female adolescents between the ages of 12-21 who are returning to their communities after commitment at a DYS treatment facility. The goal is to reduce recidivism within the female adolescent population in DYS custody and to reduce continued victimization perpetrated upon return to their communities through an effective youth development strategy. Some of the strategy components include integrating gender specific services into programming, and providing direct counseling services to female participants.
- Performance Measures: (1) 50 percent reduction of recidivism rates; (2) Number of enrollments in tradition school programs or in GED placement; (3) Number of successful completions of job training and placement; (4) Number of participants in appropriate mental health counseling and drug or alcohol treatment; (5) Number of home placements; (6) Number of daycare placements; and (7) Number of one-to-one mentor/mentee relationship upon completion of the program.
- Evaluation: An evaluation is expected in June 2004. The evaluation will measure the progress and impact of the program by collecting data on the above mentioned benchmarks.

Developing Standards for Response/Graduated Sanctions for Parole Violations

- Approved in 2004
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 20
- Program Description: This program seeks to establish a standard range of appropriate sanctions for each type of parole violation, based on the severity of the violation. By developing a formalized graduated sanctions system, the Parole Board will be able to ensure that offenders receive the necessary supervision and services, such as drug treatment, to reintegrate successfully into the community and ultimately reduce recidivism.
- Performance Measures: (1) Timeliness of the completion of a standard guideline for responding to parole violations and (2) Timeliness for implementing these standards to eight field offices.
- Evaluation: The evaluation will be completed by April 30, 2005 and will assess the impact of the standard guideline on parolees, officers, and the public.

Substance Abuse Court Clinic

- Approved in 2004
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 13
- Program Description: The Substance Abuse Court Clinic supports the coordination and improvement of the substance abuse treatment services for court-referred clients from Roxbury District Court/Boston Municipal Court. Clients receive integrated substance abuse treatment, and are required to participate. Drug-involved defendants are closely supervised and receive ongoing assessments to ensure a continuum of care. Reentry clients receive a treatment plan that includes counseling and group therapy.
- Performance Measures: Program data collected throughout the project period will include the number of treatment plans created; client schedules and compliance status; number of violations, sanctions, terminations, and incarcerations; and other event data as relevant.
- Evaluation: Evaluation protocols will be developed during the first three months of the program period. The review of data and final evaluation will take place during the last 3 months of the program period.

Substance Abuse

Substance Abuse Continuum of Care Program

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 13
- Program Description: The Intensive Outpatient Addiction Treatment Program provides addiction treatment services to offenders who are referred at any stage of the criminal justice system, ranging from pre-adjudication to post-incarceration. The program seeks to enhance the individual offender’s accountability, reduce recidivism, and increase public safety by integrating substance abuse treatment, sanctions and incentives, and case processing.
- Performance Measures: (1) Clients ability to remain drug-free for 6 months and (2) Clients ability to be self-sufficient.
- Evaluation: An evaluation is expected in December 2004. Follow-up phone calls and interviews will be conducted after completion in the program at 1, 3, 6, 12, and 18 month intervals. The information collected from these interviews will be entered into a data bank and compared on an annual basis to measure progress.

Multijurisdictional Counter Crime Task Force Program

- Approved in 1987
- Ties to the National Drug Control Strategy Priority #3, “Disrupting the Market: Attacking the Economic Basis of the Drug Trade.”
- Purpose area 2
- Program Description: The Multijurisdictional Counter Crime Task Force Program promotes law enforcement and prosecutorial participation in coordinated multijurisdictional investigations involving local, state, and federal law enforcement agencies. Coordination of investigative and enforcement effort is essential to the control of drugs, gangs, illegal firearms, and organized crime. The goal of the program is to identify, arrest, and prosecute persons engaged in violent and drug-related crime in a collaborative and cost-effective manner.
- Performance Measures: (1) Number of offenders arrested; (2) Number of offenders prosecuted; (3) Number of drug seizures; (4) Quantity by weight (e.g., ounces, grams, dose units) and drug type.
- Evaluation: The EOPS Statistical Analysis Center (SAC) collects and analyzes data from the 28 Task Forces on a quarterly basis (encompassing October 1st to September 30th).

Youth Programs (Crime/Violence Prevention)

New Horizons for Youth

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #1, “Stopping Use Before It Starts: Education and Community Action.”
- Purpose area 1
- Program Description: New Horizons for Youth focuses on youth development in order to prevent delinquency. By collaborating with community entities (e.g., schools, youth organizations, government officials, businesses, civic groups, parents, and churches), public safety personnel can develop after-school programs for building the confidence, abilities, and skills of middle-school students. The after-school program places emphasis on education, skills-building, career awareness, health issues, and personal advancement.
- Performance Measures: (1) Number and topics of community meetings conducted; (2) Numbers and types of enrichment programs conducted; (3) Number of youth participating in enrichment programs; (4) Number of mentors, teachers/specialists, and/or peers conducting each program; (5) Number of youth who are tutored; (6) Number and types of tutors; (7) Number and topics of life skills, drug awareness, and violence prevention classes; (8) Number of students participating in these types of prevention classes; (9) Number and type of instructors; (10) Number and type of career programs; (11) Number of youth involved in each program; (12) Number of professionals in each program; (13) Number and type of classes conducted regarding health, nutrition, and substance abuse; (14) Number of students; (15) Number of teacher, health professionals, and police officers; (16) Number of family members involved; and (17) Number and types of family events.
- Evaluation: An evaluation is expected in June 2004. A standardized survey instrument will be administered to program participants to determine their attitudes and behaviors regarding topics including drug and alcohol use, delinquent behavior, school behavior, truancy, self-esteem, attitudes toward police, and their level of satisfaction with the program.

Flashpoint: Close-up on Internet Safety

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #1, “Stopping Use Before It Starts: Education and Community Action.”
- Purpose area 16
- Program Description: *Close-up on Internet Safety* has been developed to assist youth to think critically about their online activities and the decisions they make in their own lives. To meet its objective, the project has developed an Internet safety curriculum, which will be disseminated to agencies across the state. The curriculum addresses issues of online safety, privacy, hate sites, and laws relating to the Internet.
- Performance Measures: (1) Timeliness for developing a comprehensive training plan for professionals in the juvenile justice system, criminal justice system, youth outreach workers, educators, and professionals working with college freshmen; (2) Number of curriculum disseminated to appropriate professionals; and (3) Number of youth groups that have participated in the curriculum.
- Evaluation: The subgrantee is expected to complete an evaluation in June 2004. A pre- and post-test assessment will be administered to youth participants to assess the impact of this program.

Flashpoint: Close-Up on Underage Drinking

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #1, “Stopping Use Before It Starts: Education and Community Action.”
- Purpose area 16
- Program Description: *Close-up on Underage Drinking* focuses on educating high-risk youth on the effect of underage alcohol consumption. To meet its objective, the project has developed a training curriculum, which will be disseminated to agencies across the state. The curriculum will encourage youth to analyze the portrayal of alcohol in the media, understand how alcohol affects our decision-making skills, and to recognize that drinking is an individual choice that has consequences.
- Performance Measures: (1) Timeliness for developing a comprehensive training plan for professionals in the juvenile justice system, criminal justice system, youth outreach workers, educators, and professionals working with college freshmen; (2) Number of curriculum disseminated to appropriate professionals; and (3) Number of youth groups that have participated in the curriculum.
- Evaluation: The subgrantee is expected to complete an evaluation in June 2004. A pre- and post-test assessment will be administered to youth participants to assess the impact of this program.

Safe Neighborhood Initiative Dorchester Youth and Family Project

- Approved in 2002
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 4
- Program Description: The Safe Neighborhood Initiative, Dorchester Youth and Family Project (DYFP) seeks to reduce and ultimately prevent youth crime by addressing a variety of factors underlying crime. Under this program, a team of youth workers link culturally and ethnically diverse at-risk youth and their families to services inside and outside the neighborhood. Some of the services include truancy prevention, access to clinical services for child and adolescent witnesses to violence, anti-violence programming, and recreational programs.
- Performance Measures: (1) Number of youth participants; (2) Number of youth receiving outreach and advocacy services; (3) Number of referrals; and (4) Number of training.
- Evaluation: The subgrantee is expected to complete an evaluation in June 2004. The evaluation will assess the progress of this program by using a variety of quantitative and qualitative data.

Students Making A Responsible Transition (SMART)

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #1, “Stopping Use Before It Starts: Education and Community Action.”
- Purpose area 24
- Program Description: The SMART program seeks to prevent and reduce youth crime by providing to almost 400 youth a safe environment for learning and resources for successful child development. This program occupies those critical hours, in which youth are most likely be involved with delinquent activities such as crime, substance abuse, or gang participation.

The program has three components: an after-school program, a summer school program, and an out-of-school suspension program. The after-school program offers youth tutoring services and positive peer interaction during the hours of 2:30 to 6:30 pm. The summer school program provide youth a structured learning environment, which includes lectures, classroom activities, and community projects during the hours of 9 am to 2 pm over the summer months. The out-of-school suspension program offers a structured learning setting for at-risk youth who are suspended, facing suspension, or in disciplinary situations from the hours of 8 am to 2 pm.

- Performance Measures: (1) Feedback from students and staff on their satisfaction with the program; (2) Student performance and development; (3) Student behavioral changes and progress; and (4) Family interactions and behavior modification.
- Evaluation: An evaluation is expected in June 2004. A standardized survey instrument will be administered to program participants to determine their attitudes and behaviors regarding program. Student performance and development will also be tracked to assess the impact of this program.

Victims Services (Crime/Violence Prevention)

Sex Offender Registry Victim and Community Outreach Program

- Approved in 2003
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 18/28
- Program Description: The Sex Offender Registry Victim and Community Outreach Program focuses on increasing awareness and education about sex offenders. To that end, the Sex Offender Registry Board (SORB) has worked to increase victim participation in sex offender classification. It also has initiated an education program using a multi-disciplinary teams of professionals (e.g., police officers, probation and parole officers, sex offender treatment providers, prosecutors and victim advocates from the local District Attorney’s Office, and counselors from the local rape crisis center) to educate adults, generally, about sex offenders who live or work in the community and have been designated as posing a high risk to re-offend.
- Performance Measures: (1) Timeliness for establishing policies and procedures for victim participation in written format; (2) Number of victims who participate or communicate with the agency; (3) Number and type of training sessions provided to victim advocate groups; (4) Number of attendees at these sessions; (5) Number of pamphlets/educational materials produced and distributed; (6) Number of meetings held by SORB with police officials in preparation for community educational meetings; and (7) Number of community education meetings attended.
- Evaluation: An evaluation is expected in December 2004. Program review and evaluation activities will take place the last two months of the program period.

Governor's Commission on Sexual and Domestic Violence

- Approved in 2004
- Ties to the National Drug Control Strategy Priority #2, "Healing America's Drug Users: Getting Treatment Resources Where They Are Needed."
- Purpose area 14
- Program Description: The Governor's Commission on Sexual and Domestic Violence has been tasked with developing policy that addresses drug use. Specifically, it will analyze the connection of drug use with sexual and domestic violence, and recommend and incorporate drug treatment in offenders' service plans. As a part of meeting its goal, the Commission will ensure that the Commonwealth continues to coordinate and integrate policy on all aspects of sexual and domestic violence at the highest levels of state government; coordinate with state agencies and institutions to ensure they are protecting people in the Commonwealth from sexual and domestic violence; and provide the necessary services and legal protections to enable survivors to achieve health and safety, while also ensuring that perpetrators are held fully accountable for their acts.
- Performance Measures: (1) Number of incidents of sexual and domestic violence from past years to the current year; (2) Number of issues identified by Committees and reports produced offering solution(s) to the issues; (3) Number and diversity of new collaborative partners; and (4) Success in supporting and/or creating new legislative initiatives.
- Evaluation: The Steering Committee will complete an initial Report and Recommendations for the Lieutenant Governor by the end of each state fiscal year, June 30th.

Pediatric Sexual Assault Nurse Examiner Program (Pedi-SANE)

- Approved in 2001
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 18/27
- Program Description: The Pediatric Sexual Abuse Nurse Examiner Program (Pedi-SANE) focuses on helping youth victims of sexual assault return to pre-trauma status. This program educates nurses and physicians to provide comprehensive care for victims of sexual assault and creates a coordinated and comprehensive statewide system for the provision of such care to individuals who need it. To that end, the committee investigates various national Pedi-SANE models, convenes meetings of potential collaborators, develops a pediatric sexual abuse forensic evidence collection kit, writes protocols to go with that kit, develops a training curriculum for pediatric sexual abuse examiners, and pilots a training for Pedi-SANE’s participants.
- Performance Measures: (1) Number of meetings held; (2) Attendance of members of the Advisory Group; (3) Presentation of assessment and final recommendations to the Advisory Group during a general meeting; and (4) Quality assessment of the Pediatric Sexual Assault Evidence Collection Kit.
- Evaluation: An evaluation is expected in December 2004. It will assess the quality of evidence by comparing it before and after the development of the kit.

Domestic Violence Project—SAFEPLAN

- Approved in 1992
- Ties to the National Drug Control Strategy Priority #2, “Healing America’s Drug Users: Getting Treatment Resources Where They Are Needed.”
- Purpose area 14
- Program Description: The Domestic Violence Project was designed to address the need for court advocacy for domestic violence victims who are seeking protective orders in district and probate courts. The project provides specially trained and certified advocates to offer civil court advocacy and support services to victims of domestic violence seeking intervention and protection through the court system.
- Performance Measures: (1) Delivery of service; (2) Types of services; (3) Quality of job performance; (4) Domestic violence related homicides; and (5) Number of victims with children.
- Evaluation: An evaluation is expected in June 2004. A survey instrument will be administered to individuals, agencies, and institutions that routinely interact with the program. The evaluation will determine the extent to which the advocates interact with other victim service professionals and with client victims.

Law Enforcement (Crime/Violence Prevention)

Lawrence and Methuen/Arlington Safe Neighborhood Initiative

- Approved in 2002
- Ties to the National Drug Control Strategy Priority #1, “Stopping Use Before It Starts: Education and Community Action.”
- Purpose area 4
- Program Description: The Lawrence and Methuen Arlington Safe Neighborhood Initiative is a community-based crime prevention and neighborhood revitalization collaborative. This initiative seeks to increase public safety and a sense of security for residents of the Methuen and Lawrence Arlington neighborhood through several efforts. It focuses on neighborhood restoration, community-based prevention, intervention, and treatment programs, and the coordination between law enforcement and community residents/providers.
- Performance Measures: (1) Number/types of community meetings attended; (2) Number/types of collaborative law enforcement projects initiated; (3) Number/types of criminal offenses within the targeted area; (4) Number of days from arrest to disposition of a criminal case; and (5) Anecdotal information collected from the Safe Neighborhood Initiative on a monthly basis.
- Evaluation: An evaluation is expected in June 2004. It will assess the amount and type of crimes impacting the Arlington neighborhood and the frequency of community meetings.

Anti-Terrorism Plans for Explosive Materials Accountability and Control

- Approved in 2002
- Ties to the National Drug Control Strategy Priority #3, “Disrupting the Market: Attacking the Economic Basis of the Drug Trade.”
- Purpose area 7B
- Program Description: The Anti-Terrorism Plans for Explosive Materials Accountability and Control Program seeks to improve public safety by ensuring that businesses and individuals with licenses to possess explosives are in regulatory compliance with the Commonwealth’s State Fire Code. To ensure compliance, program staff conduct in-depth inspections of explosive sites, perform administrative reviews of licenses for explosive materials or blasting activities, develop policies and procedures for licensing and compliance, and offer training on the regulations for the safe handling of explosive materials.
- Performance Measures: (1) Timeliness for implementing internal processing changes for the issuance of licenses, permits, and certificates; (2) Number of inspections of locations within the Commonwealth for proper licenses, permits, and certificates; (3) Number of trainings to municipal fire departments; and (4) Number of contraband and suspicious packages that have been destroyed.
- Evaluation: An evaluation is expected in June 2004. A report will be provided on the completed policies and procedures, a summary of the trainings, and an analysis of the total number and types of inspections of storage sites and explosive devices.

Technology

Integrated Reporting, Analysis, Mapping and Management System (IRAMMS)

- Approved in 2002
- Ties to the National Drug Control Strategy Priority #3, “Disrupting the Market: Attacking the Economic Basis of the Drug Trade.”
- Purpose area 15B
- Program Description: Participating police departments acquire or upgrade to a state-of-the-art CAD-RMS system to enhance database management, information sharing, and networking compatibility through a comprehensive information technology strategy. Automatic software components integrated with police records management systems, imaging, and administrative and investigative functions, including those that interface with mobile, fingerprint, and E-911 systems, will provide departments with the ability to meet and exceed state and national reporting standards. Once the systems are integrated, the participants hope to achieve NIBRS compliance; implement integrated computer aided dispatch, records management, and community-wide geo-based mapping systems; build more enhanced crime analysis capabilities; and achieve more efficient use of sworn personnel. Departments will implement electronic submission capability, field reporting capability, call location mapping, community-wide geo-coding and crime mapping, and integration of public logs with department website.
- Performance Measures: (1) Number of records automated; (2) Number of systems enhanced or automated.
- Evaluation: Each log entry, NIBRS investigative report, and LEAPS/NCIC query performed since the implementation of IRAMMS can be quantified and compared to the baseline pre-IRAMMS handwritten and/or UNIX based data. Documentation of data based problem solving success stories will also be completed.

Coordination Efforts

The Executive Office of Public Safety (EOPS) Programs Division engages in numerous activities designed to promote multi-agency collaboration and program coordination relative to the Byrne Grant Program funds. These collaborations range from partnerships with other federal, state, and local criminal justice agencies and coordination with state and federal grant programs. The mission of each of these initiatives directly corresponds to the EOPS Byrne priorities while their efforts contribute to the development and implementation of the Byrne Strategy.

Governor's Commission on Criminal Justice Innovation

Members of EOPS staff recently participated in the Governor's Commission on Criminal Justice Innovation. The Commission was established to bring together leaders in the area of criminal justice policy and research, representatives from key government agencies, and community partners, including the schools, religious groups and local human services agencies.

The Commission implemented a statewide multiple agency approach to deal with a spectrum of issues ranging from assisting individuals transitioning from prison back to the community, to creating prevention strategies targeting youth and others to limit criminal behavior. The Commission also examined the strongest methods to take advantage of technological advances that positively impact the substantive work of criminal justice professionals, while streamlining and enhancing criminal justice education, training, data gathering, and information-sharing.

The Commission's five sub-committees developed both short-term and long-term recommendations relating to specific criminal justice problems. The Commission will seek to implement the most cost-effective criminal justice programs and policy solutions. EOPS will address the subcommittees' concerns when setting Byrne funding priorities. The major recommendations of each sub-committee that relate to the EOPS Byrne priorities are:

1. Prisoner Reentry and Post Release Supervision
 - Suggested reforms within the continuum of reentry include sentencing, incarceration, pre-release, release, and post-release supervision.
 - Recommendations – Give to offenders at high risk of recidivating priority public policy and resource allocation; enact sentencing reforms proposed by the Massachusetts Sentencing Commission; utilize proven offender risk/needs assessment tools to design appropriate reentry programming and supervision strategies; amend mandatory sentencing laws to enable state and county corrections officials to reclassify and step down more offenders; corrections officials, parole and probation officers, and community-based treatment providers should increase their collaboration for reentry planning and programming; expand the supply of transitional housing for offenders; change sentencing guidelines to mandate post-release supervision of high-risk offenders.
2. Criminal Justice Education and Training
 - Improvements to training and professional development of criminal justice personnel in Massachusetts, including municipal police, state police, and prosecutors.

3. Forensic Science Technology

- Create a centralized statewide laboratory to conduct computer and video forensics. That State Crime Laboratory will include Criminalistics/DNA, Ballistics, and the Medical Examiner's Office. In the interim, the subcommittee recommends the use of a centralized location, such as the State Police Computer Forensic Unit (CFU) in New Braintree, along with satellite laboratories across the state to handle the state's immediate forensic needs.

4. Urban Crime Strategies

- Prevention – Identify and implement best practices and effective programs that support school-based prevention efforts. Also, support community-based prevention programs that target areas of critical need (“hot spots”) and/or high risk areas as determined by crime data.
- Intervention – Encourage innovative partnerships (i.e., law enforcement and faith-based organizations) in all urban areas; direct efforts at high activity offenders (“impact players”) who cause a disproportionate amount of the crime problems in an area; develop and implement adult and juvenile prisoner re-entry programs that include local law enforcement, social service agencies, probation and parole; and use creative conditions of supervision and alternate sanctions.
- Enforcement – Enhance and expand upon community oriented policing initiatives, community prosecution models, community supervision models, and community-based corrections programs; encourage regional and local information-sharing among local law enforcement, schools, and criminal justice agencies.
- Broad Based Initiatives – Establish an “Innovations Institute” that would convene representatives of all four areas of the criminal justice system (police, prosecution, supervision, and corrections) with action-oriented criminal justice researchers and other professionals to foster understanding and implement best practices in the Massachusetts criminal justice system; encourage on-going partnerships and forums for law enforcement, judiciary, human services and other criminal justice agencies to share information, analyze public safety trends, consolidate resources, and examine existing policies and procedures.
- Legislation and Longer Term Innovations – The subcommittee proposed various legislation and policy changes that would support the implementation of the above initiatives.

5. Cross Agency Information Sharing

- Strategic Recommendations – Establish a governance body; develop a comprehensive strategic plan and model architecture for a fully integrated system; establish privacy guidelines and an advisory board; modernize the Criminal Justice Information System (CJIS) and Registry of Motor Vehicles (RMV) infrastructures in alignment with the strategic plan.
- Tactical Recommendations – Update local law enforcement systems to meet minimum technology baseline; enforce data integrity through systems standardization and training; increase electronic fingerprint submissions; mandate Offender Based Tracking Numbers (OBTN) throughout the criminal justice process; develop interconnected data warehouses; broaden the exchange of data to non-criminal justice entities.

The Governor's Heroin and Other Opioids Initiative Task Force

Recently, Massachusetts has seen an increase in heroin and prescription narcotic use/abuse. In an effort to study this problem and devise policy to address this issue through prevention, intervention, treatment, and interdiction, the Governor has established the Governor's Heroin and Other Opioids Initiative Task Force composed of representatives from EOPS, Executive Office of Health and Human Services, Executive Office of Economic and Community Development, and the Executive Office of the Governor. The task force is responsible for collecting and sharing state and local data to reflect the severity of this matter; providing financial resources for communities to establish local planning boards and to develop and implement primary and secondary prevention strategies specifically focusing on this issue; designing a statewide campaign to inform and educate the public, policy makers, and the media; and developing a one-stop website to meet the needs for those facing this crisis. In April or May 2004, the Governor will kick off the initiative with an open solicitation for planning and implementation grants, airing public service announcements, and launching the website. The Initiative will host an Awardees Conference in June 2004 to discuss awards, implementation, technical assistance, and evaluation measures.

The Pediatric Sexual Abuse Nurse Examiner (Pedi-SANE) Advisory Committee

Child sexual assault and abuse is a prevalent problem in Massachusetts as elsewhere. The method and type of evidence collection in cases of pediatric sexual abuse are different from those used to collect evidence from adult sexual assault victims. Therefore, the Pediatric Sexual Abuse Nurse Examiner Program (Pedi-SANE) was funded to investigate various national Pedi-SANE models, convene meetings of potential collaborators, develop a pediatric sexual abuse forensic evidence collection kit, write protocols to go with that kit, develop a training curriculum for pediatric sexual abuse examiners, and pilot a training for Pedi-SANE's. With Byrne funding, the Massachusetts Department of Public Health (DPH) has convened an extensive multidisciplinary Advisory Committee consisting of 45 members representing several state and local, public and private organizations, agencies, and disciplines. The Violence Against Women Act (VAWA) Program Manager from the Executive Office of Public Safety has attended numerous Pedi-SANE and sub-committee meetings to ensure progress.

Governor's Commission on Sexual and Domestic Violence

The Commission on Sexual and Domestic Violence is charged with the responsibility to make recommendations to the Lieutenant Governor and the Secretaries of Public Safety and Health and Human Services on all aspects of sexual and domestic violence in the Commonwealth.

The Commission is tasked with:

- ensuring that the Commonwealth continues to coordinate and integrate policy on all aspects of sexual and domestic violence at the highest levels of state government;
- maintaining cooperation within the public safety, health, human services, educational, legal, religious and business communities; and
- coordinating with state agencies and institutions to ensure they are protecting people in the Commonwealth from sexual and domestic violence; providing the necessary services and legal protections to enable survivors to achieve health and safety; and ensuring that perpetrators are held fully accountable for their acts.

The Commission's seven Committees (Child and Adolescent; Data Analysis, Research and Evaluation; Immigrant and Refugee; Justice and Accountability; Legislative, Prevention and Education; Survivor Services) meet monthly.

Criminal Justice Records Improvement Task Force

The Criminal Justice Records Improvement Task Force was formed in 1992 and consists of key policy makers from every agency, including EOPS, involved in the state criminal justice process. The Task Force is responsible for the development of a plan to improve criminal records within the Commonwealth. The Criminal Records Improvement Plan (CRIP) Working Group consists of the technical staff from the agencies represented on the Task Force. The Working Group is charged with implementing the Task Force's goals, objectives, and strategies.

The Task Force and Working Group are persistent in identifying criminal justice record areas in need of improvement. Both groups continue to meet to discuss issues, identify and address impediments, and plan further necessary action. These events and actions will continue to be captured in the annual CRIP report.

Future initiatives may include projects or applications to test and then implement the XML data dictionary (MJXDD) and justice XML schema. Further detailed discussions will take place to review, clarify and prepare for a pilot project and its intended performance and results. One project that has been suggested is a data exchange between the Criminal History Systems Board, the Department of Correction (DOC) and the Sex Offender Registry Board (SORB). In addition, the Massachusetts Parole Board is implementing a new Parolee Tracking System, and the Working Group, along with the Parole Board, DOC, and the SORB, are working to implement the MJXDD as the standard for all information exchange among these agencies.

Governor's Juvenile Justice Advisory Committee

The Governor's Juvenile Justice Advisory Committee (JJAC) consists of experts in the area of juvenile justice and child welfare, who are appointed by the Governor of Massachusetts. The committee is responsible for coordinating juvenile justice and delinquency prevention efforts in the Commonwealth and providing recommendations to the Governor and state legislators on matters concerning juvenile justice. EOPS staffs this group whose priorities and subcommittees target specific youth programs and needs [Disproportionate Minority Contact, Educational and School-Based Programs for Youth, Behavioral Health (mental health/substance abuse) Issues of Youth in the System, Youth Re-Entry Programs, Gender-Specific Programming (females in the juvenile justice system)] that are also addressed with Byrne funding. Federal Juvenile Justice and Delinquency Prevention Act and Juvenile Accountability Block Grant Act funds support the efforts of the JJAC.

Safe and Drug-Free Schools and Communities Act Program

On February 6, 2003, Governor Mitt Romney merged the Massachusetts Governor's Alliance Against Drugs (GAAD) into the EOPS. As part of the consolidation process, the Governor and the Massachusetts Department of Education transferred the authority of the Governor's Safe and Drug-Free Schools and Communities Act grant to EOPS.

The Safe and Drug-Free Schools and Communities Act (SDFSCA) (Title IV, Part A of the ESEA) is a critical part of President Bush's national effort to ensure academic success for all students. Effective July 1, 2002, the SDFSCA State Grants (Subpart 1) program authorizes a variety of activities designed to prevent school violence and youth drug use, and to help schools and communities create safe, disciplined, and drug-free environments that support student academic achievement.

The Governor's Safe and Drug-Free program strives to ensure that all Massachusetts youth have access to effective drug and violence prevention programs within their communities. These programs are essential components of a comprehensive strategy to promote school safety, to reduce the demand for and use of drugs, and to create learning environments that support academic achievement for all students. The SDFSCA provides for linkages between schools and communities and encourages community-wide strategies which support comprehensive drug and violence prevention.

The purpose of the SDFSCA is to support programs that prevent violence in and around schools; address illegal use of alcohol, tobacco, and drugs; involve parents; and are coordinated with related Federal, State, and community efforts and resources. These programs complement the Byrne-funded initiatives that promote the prevention of substance abuse and violence among youth.

Racial and Gender Profiling Project

In conjunction with the Task Force on Racial and Gender Disparities in Traffic Stops and Northeastern University's Institute on Race and Justice, EOPS is implementing several measures to assess the extent of biased policing in Massachusetts.

On April 1, 2001, under the provisions of the Massachusetts Racial and Gender Profiling Law, Massachusetts police departments began the collection and analysis of data on police stops statewide. This law, the most comprehensive anti-racial profiling law in the nation, seeks to identify and eliminate unlawful racial and gender profiling by police officers. The law charges EOPS with implementation of several key provisions:

- Development of a model policy on racial and gender profiling
- Initiation of a public awareness campaign
- Establishment of a toll free hotline number for complaints of racial and gender profiling
- Revision of the MA Uniform Citation to include a field indicating that a vehicle search was conducted by an officer
- Creation of a protocol for distribution of the new citation to instruct officers on the proper recording of race, sex, and vehicle searches
- Updating the Driver Education Manual to add a section informing motorists how to respond if they are stopped by a police officer, including how to proceed if they believe they were stopped as a result of racial profiling
- Data collection and analysis to identify whether any municipality or police barracks has engaged in a pattern of racial or gender profiling
- Where problems are identified, data collection will occur for all motor vehicle stops

Commonwealth of Massachusetts - Federal Fiscal Year 2004
Edward Byrne Memorial State and Local Law Enforcement Assistance
Formula Grant Budget

NOTE: At the end of the year, a similar form will be submitted to BJA, which sets out the actual allocation of funds and breaks down the federal funds, state funds, local funds, pass-thru amount, and match. This form was previously referred to as Attachment A.

Program Title	Estimated Number of Projects	Year BJA Approved the Program (if approved)	Purpose Area	Estimated Amount of Federal Funds
HIV Penalty	N/A	N/A	N/A	\$ (1,016,369)
Administrative	N/A	N/A	N/A	\$ 914,733
New Horizons for Youth (after-school initiative)	10	FY01	2	\$ 170,000
Evaluation Set Aside	2	FY03	19	\$ 617,444
Multijurisdictional Counter Crime Task Force Program	2	FY87	29	\$ 1,500,000
5% set aside System Improvement	TBD	FY93	15B	\$ 411,630
To be determined	TBD	N/A	TBD	\$ 5,533,518

Commonwealth of Massachusetts
Certifications for the Edward Byrne Memorial State and Local Law
Enforcement Assistance Formula Grant Program

Review and Comment

The state application, and any amendment thereto, has been submitted for review to the state legislature, or its designated body. For purposes of this section, such application or amendment shall be deemed to be reviewed if the state legislature, or its designated body, does not review such application or amendment within the 30-day period beginning on the date such application or amendment is submitted thereto.

Additionally, the state application, and any amendment, is made public before submission to BJA, in the manner deemed most appropriate by the state and according to the policies set forth in the Byrne Program Guidance.

HIV Certification - NONCOMPLIANT

On behalf of the Commonwealth of Massachusetts, Edward A. Flynn, the certifying official for this grant application, cannot, at this time, certify that:

Legislation has been enacted and is being enforced in this State that meets the requirements of Section 1804 of the Crime Control Act of 1990, codified as 42 U.S.C. § 3756(f), to provide for, at the request of the victim of these offenses:

1. Testing for the human immunodeficiency virus (HIV) of any offender (adult or juvenile) convicted (or adjudicated delinquent) or sexual acts that have the same meaning as those defined in 18 U.S.C. § 2245(2)(A) or (B);
2. Disclosing the results of such test of the offender to the victim; and
3. Providing the victim of such sexual act with 1) counseling regarding HIV disease, 2) HIV testing in accordance with applicable law, and 3) referral to appropriate health care and support services.

INS Certification

The Commonwealth of Massachusetts has established a plan under which the state will provide, without fee to the Immigration and Naturalization Service, within 30 days of the date of their conviction, notice of conviction of aliens who have been convicted of violating the criminal laws of the state and under which the state will provide the Service with certified records of such conviction within 30 days of the date of a request by the Service for such record.